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NAME OF AUTHOR/*NOM DE L'AUTEUR* JOAN WENGEL

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NAME OF SUPERVISOR/*NOM DU DIRECTEUR DE THÈSE* DR. R. A. SYDIE

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THE UNIVERSITY OF ALBERTA

# THE ALBERTA WOMEN'S BUREAU
# A COMMUNITY DEVELOPMENT APPROACH

by

© JOAN WENSEL

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

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THE UNIVERSITY OF ALBERTA
FACULTY OF GRADUATE STUDIES AND RESEARCH

The Undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled The Alberta Women's Bureau: A Community Development Approach submitted by Joan Wensel in partial fulfilment of the requirements for the degree of Master of Arts.

R. A. Sydie
Supervisor

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Date April 15, 1977

## ABSTRACT

The purpose of the thesis was to examine the question: "As a government agency for promoting social change, how effective is the Alberta Women's Bureau?" The Bureau was evaluated in terms of internal and external criteria as well as Rothman's Three Models of Community Organization. The results of the evaluation indicated that there was a marked difference in perception of objectives, methods and problems between those individuals who were presently involved in the Bureau's administration and the informed subjects who were interviewed about the Bureau but who are not responsible for its operation. Charts based on the Rothman models indicated that the informed individuals thought a future structure should provide for maximum citizen participation as well as realistic social planning by well informed experts.

The analysis indicated that the present Bureau is very limited in its effectiveness as an agency for social change because its mandate is being narrowly interpreted, it lacks power and channels within the bureaucracy and it has limited citizen liaison and input.

When the Rothman models were applied to a proposed Women's Secretariat, they indicated an alternative structure which would be both functional and responsive to the needs of the women of Alberta.

## PREFACE

> The critical problems that confront the world today--including shortages of food and fuel, out-of-control inflation, and a general deterioration in conditions of daily life--often bear down especially hard on women. Thus it is particularly ironical that women are still largely denied the right and the opportunity to play a full role in dealing with these problems. Considering the waste of talent and energy involved, that is a truly tragic paradox for the whole human race.
>
> Mrs. Helvi Sipila
> Assistant Secretary-General
> United Nations

When International Women's Year was launched by the United Nations on the first of January, 1975, it was seen as a special year to focus attention on improving the status of women. The United Nations asked each of its 140 member nations to participate by creating their own national programs which would attempt to ensure the full integration of women in world development by promoting equality between men and women.

Canada, as a member of the United Nations, carried out this commitment by introducing legislation aimed at removing some of the legal barriers preventing the full equality of women and also by adopting a multi-faceted program that sought to promote equality through bringing about a change in traditional attitudes regarding women.

The most significant legislative change during this special year was the passage of the Omnibus Bill C-16 which gave women equal status with men under the Canada Election Act, removed the rigid requirements for maternity leave benefits under the Unemployment Insurance Act and

gave women equal status as breadwinner under the Immigration Act. Also passed during 1975 was the Federal Superannuation Act, (Bill C-52) which gave working women equal pension rights in the federal public service, the armed forces, as members of parliament and in the RCMP. The Old Age Security Act gave spouses beteween the ages of sixty and sixty-five the old-age pension if the other spouse was receiving it, thus permitting couples to remain together and receive equal benefits.

The most visible and most controversial components of the government's general attitudinal awareness campaign were the round red and white "Why Not?" buttons which were the basis of a multi-media campaign that tried to get both men and women to think about women's role in Canadian society by asking the questions:

> Most parents don't encourage their daughters to become doctors, lawyers or politicians.
> WHY NOT?
>
> Housewives and mothers should be heard.
> WHY NOT?
>
> The Boardrooms of Canada don't have many women.
> WHY NOT?
>
> Women graduates don't earn as much as men graduates.
> WHY NOT?

and

> International Women's Year. It's not a slogan, it's an attitude.

Criticism of the federal government's plan to hold four regional conferences dealing with the status of women resulted in each of the provinces adopting their own program. In Alberta, under the direction of an appointed federal co-ordinator, two field officers drove an in-

formation van over 10,000 miles, throughout the province. The van was equipped with slides, films and literature, and it was estimated that the field officers talked to approximately 6,000 people at meetings and probably another 10,000 at fairs. Summarizing the year's activities the federal co-ordinator stated:

> We are also finding that our follow-ups show that women are taking action on their own--where we got women together in the spring they are now taking off with more intensive meetings and only call on us for materials and use us as resource people. The major concerns in Alberta are the same as in the rest of Canada: Social Services (day care), Job Opportunities--equal pay for equal work and Educational Opportunities, and here in Alberta perhaps more pronounced than in other provinces: Legal Rights of Women starting with property rights.

In order to fulfill its International Women's Year commitments, the provincial government appointed a co-ordinator who also travelled and spoke extensively throughout Alberta and was instrumental in setting up and co-ordinating display and information booths at summer exhibitions such as the Blueberry Festival in Ft. McMurray, the Calgary Stampede and Klondike Days in Edmonton as well as fairs in such centres as Stettler, Grande Prairie and Vermilion. In my job as research assistant to the provincial co-ordinator I had an opportunity to observe on many occasions, ranging from formal dinners to coffee breaks, the broad grass roots interest in the issues and information we were presenting. City born and bred, I was impressed by the degree of awareness and support for International Women's Year that was shown by the rural women of the province. I found the display and information booths booths attracted a wide cross-section of women, but to my surprise, the booths also attracted elderly ladies, both male and female

teenagers and a few middle-aged men who liked to argue.

When it was suggested that the Alberta Women's Bureau might be a good thesis topic, I saw an opportunity to study an aspect of a much larger problem that has always fascinated and involved me--women and social change. At a time when concerned women throughout Alberta and Canada are examining and assessing their position, I hope the following analysis of the Bureau might be helpful, for

> . . . women are the best helpers of one another. Let them think; let them act; till they know what they need. We only ask of men to remove arbitrary barriers. Some would like to do more. But I believe it needs that women show herself in her native dignity to teach them how to aid her; their minds are so encumbered by tradition. (Fuller, 1845).

## ACKNOWLEDGEMENTS

To my great surprise and pleasure, the writing of this thesis has not been the onerous chore that I anticipated, for my Supervisor, Rosalind Sydie, spent endless hours helping me organize all the loose ends of experience, data and information and I deeply appreciate her total commitment to the project. I wish to thank Glen Eyford and Sami Mohsen who provided constructive criticism of the material and expertise in the community development chapters. As well my special thanks to all the interviewed subjects whose enthusiasm and interest in the topic were a vital force in completing the project. Cora Arends typed the manuscript with great care and attention to detail--her assistance was invaluable.

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# CHAPTER I

## THE STATUS OF WOMEN IN CANADA AND ALBERTA

In 1968, to be a female Canadian meant that your life expectancy was almost seventy-six years, seven years longer than a male Canadian, (Report of Royal Commission on Status of Women, 1970:5) but this life-time bonus was usually marked by limitations. At that time, although slightly more girls than boys finished high school, women constituted only one-third of the total full-time enrollment at universities and colleges. They earned about 20 percent of the Master degrees but 8 percent of the doctorates. (Report of the Royal Commission on the Status of Women, 1970:167-171). Figures from the Canada Year Book (1967:360), show that women constituted 12.5 percent of those enrolled in medicine, 5 percent of those in law, 7.2 percent of those in engineering and 0 percent of those in optometry. They also comprised 100 percent of the students in household science, 98 percent of nursing students and 71.8 percent in library sciences.

If a woman joined the labour force, her average earnings were considerably less than those of male workers in every occupational group, although she often had a higher level of education. In the case of managerial occupations, male incomes averaged $7,920 but female workers earned only $3,357. Although women occupied more clerical positions than men and therefore opportunities for advancement and seniority should be higher, the statistics do not reflect this, for the

average female clerical worker earned $2,617 while the corresponding male income was $4,253. (Report of Royal Commission on Status of Women, 1970:61-63).

In 1967, there was no information available on the value of stocks and bonds held by Canadian women, but they received only 38.5 percent of all investment income and it was estimated that only 15-20 percent of these transactions were carried out by individuals, the remainder were entrusted to decisions made by financial advisers and husbands. (Report of Royal Commission on Status of Women, 1970:23). Members of the Royal Commission on the Status of Women stated: "If this can be considered as a rough indirect measure of relative ownership of corporate wealth in Canada, then it can hardly be claimed that women exercise dominant control in this area."

In the federal general election of 1968, women constituted 3.5 percent of the candidates, and the one woman elected, (Grace MacInnis of the New Democratic Party) accounted for 0.4 percent of Canada's 264 Members of Parliament. In 1970 there were four women Senators in a house with 102 seats and twelve women MLA's at the provincial level. One was a Minister of Tourism, Hunting and Fishing (Claire Kirland-Casgrain in Quebec) and four were Ministers Without Portfolio, (Ethel Wilson held this office in Alberta). (Report of Royal Commission on Status of Women, 1970:339-340).

These findings in terms of women and their education, participation in the labour force, ownership of corporate wealth and political involvement outline the sex role relationships in significant

sectors of Canadian life. They were documented and compiled in 1970 by a federal Royal Commission in the Report of the Royal Commisson on the Status of Women in Canada (which will be abbreviated as the Status of Women for future reference).

At the beginning of their report, the Commissionaires noted that since Canada had signed the Universal Declaration of Human Rights put forth in the United Nations General Assembly in 1948, our nation was committed to the principle that "All human beings are born free and equal in dignity and rights." (Status of Women, 1970:xi). In the light of the above principle, the Commission attempted to ascertain the status of Canadian women. Submissions to the Commission comprised 468 briefs and 1,000 letters of opinion. As well as providing strong documentary evidence that Canada's commitment to equal opportunities for man and women were far from being realized, the Report also presented a picture of women in Canadian society. The first chapter was concerned with the recent technological and social changes which have affected women. Factors such as the birth-control pill, the trend toward urban living, a longer life-span, household conveniences, and increased leisure time, have dramatically changed the lives of Canadian women within the last thirty years. Running counter to these forces for change the report refers to "The Cultural Mold" of deeply ingrained attitudes, traditions and myths which also determine the position of women in Canadian society. (Status of Women, 1970:1-10).

These attitudes, traditions and myths concerning women have as their basis the dominant male and submissive female sex role relationships.

This socially prescribed sex role relationship has been a pattern constant in recorded history and, in many societies, but certainly not all, women became identified with such tasks as looking after their homes, raising their children, preparing food, caring for others, in general, assuming the nutrient, expressive role.

In Western society this subordinate role of women was upheld in terms of Greek philosophy, Roman law and Judeo-Christian theology. Each of these three major influences on Western thought maintained the subordinate role by emphasizing the idea that "woman is subordinate to man and requires his domination." Therefore, on the assumed basis of the pre-historic division of labour which was upheld by medieval philosophy, society has prescribed separate and distinct male and female functions and psychological traits and has divided them into separate and opposing categories. Numerous illustrations of this sex-role dichotomy are readily provided by the media and one example given in About Face, a booklet directed toward achieving a more positive image of women in advertising, is a Crisco Oil TV commercial which shows a girl in her late teens cooking dinner for her family and fiance, while her father stresses that 'good cooks make good brides.' Referring to such commercials, one individual summed up the feelings of many women when she said "Advertisements almost always represent tasks of washing and cooking as being in the proper domain of women, and this one was typical. How will children, forming their ideas of sex roles, ever think that women can be construction workers, university professors, or carpenters, if they continually see ads such as this?" (Ontario Status of Women, 1975:7). Re-

ferring to the effects of the "cultural mold" the Report states that all too often women, as well as men ". . . belittle themselves, have low expectations for their own achievement and very often accept work that makes far less than full use of their capabilities," (Status of Women, 1970:13), in order to conform to the subordinate role assigned to them by tradition.

Faced with a situation in which there was not only factual evidence of inequality but also strong traditions and attitudes that would perpetuate this inequality, the Commissionaires outlined a plan for action that would "ensure for women equal opportunities with men in all aspects of Canadian society." (Status of Women, 1970:387). Implementation of 167 recommendations was seen as a beginning to meeting the immediate needs of Canadian women, and equality of opportunity was considered a fundamental first step. One of the most important recommendations of the 122 that came within the jurisdiction of the federal government, urged the establishment of a federal advisory council to advise the government on matters pertaining to the status of women. This thirty member Council was created in May 1973, with the mandate to initiate advice to the government and to respond to requests for advice. It informs and reports to the public and also reports to the government, making recommendations for legislative changes and other necessary actions in order to improve the position of women in Canadian society. At the present time, the Council reports to the Minister of Health and Welfare who is responsible for bringing to the Cabinet all matters affecting the federal status of women. (Advisory Council Status of Women, Annual Report, [which will be abbreviated as A.C.S.W. for future reference.]

In her last report as chairman of the federal Advisory Council on the Status of Women, Dr. Katie Cooke noted that the role of A.C.S.W. in bringing matters of concern to women before the public and parliament assumes crucial importance after the spotlight of the 1975 International Women's Year had been turned off. The A.C.S.W. annual report (1975-76) lists thirteen priority issues such as rape and other sexual offences, birth planning, citizenship and human rights and then procedes to outline the Council's position on each issue which is based on listed documentation in the form of study papers, position papers and background notes. The report also assessed implementation of the Status of Women recommendations and as of May, 1976, concluded that of the 122 recommendations that pertained to matters which were either partially or totally under federal jurisdiction, 50 recommendations had been implemented, 53 were partially implemented and 19 had not been implemented. Although Dr. Cooke thought that there had been an encouraging increase in the general awareness of problems faced by women, the government's failure to pass two major pieces of legislation pertaining to citizenship and human rights had been a disappointment and she stated: "The delay in establishing a federal human rights commission is a dismal monument to the perpetuation of a status quo in which women are less equal than men." (A.C.S.W. Annual Report, 1975-76:5).

The provincial picture for Alberta in terms of implementation of the relevant Royal Commission Status of Women recommendations appears to indicate that the government is moving not only very

cautiously but also very slowly. Although Alberta was the first province to appoint a board to review the forty-nine recommendations which were either partially or totally within provincial jurisdiction, this initial impetus appears to have been lost. In 1971 the Social Credit government appointed a seven member Citizens' Advisory Board and in 1972 this Board concluded in their report that "The changing status of women in the province is largely an educational problem," (Status of Women, Alberta, 1972:4) and indicated that sex stereotyping in school books, career counselling, family life education and special programs designed for women, were areas that should receive "immediate attention." In addition to these educational recommendations, the Citizens' Advisory Board also made specific recommendations which were related to day care, family planning and abortion, matrimonial property and the Change of Name Act. With the final suggestion that there should be a continuation of an Advisory Board or committee which would serve women's specific needs and work either with the Human Rights Commission or the Executive Council, the 1972 Interim Report on the Status of Women in Alberta was presented to the Hon. Miss W. Helen Hunley, who was then acting as Minister without Portfolio in the recently elected Progressive Conservative Government.

Since that time the government appears to have indicated concern in several areas such as matrimonial property, day care and maternity leave, but action in terms of implemented legislation has been almost non-existent. For example, the government has been studying the proposals of the Institute of Law Research and Reform pertaining to matrimonial property for the past year. These proposals were the product

of four years of research by the Institute but at this time--almost six years after the original study was undertaken--the government has not indicated when it intends to present legislation.

Because there is no mechanism such as an Advisory Council through which an assessment of the provincial government's implementation of the relevant recommendations could be undertaken, it has been difficult to determine the government's position pertaining to issues of particular concern to women and this was the situation until 1975 when a group of six women undertook an assessment at the suggestion of the Alberta Human Rights and Civil Liberties Association. This group consisting of lawyers, a social planner and a teacher, noted that since it was not possible to secure a formal government reply in the legislature concerning the extent of provincial implementation, the authors had to rely on responses given by various civil servants and they cautioned that as a result, their report, 1975 Where Are We Now? should not be considered as being completely comprehensive.

This independent assessment found that although all 10 of the Status of Women recommendations pertaining to provincial educational policies and programs were partially implemented, 10 of the 13 recommendations relating to marriage and the family such as equal division of matrimonial property, establishing eighteen years as the minimum age for marriage and placing day care fees on a sliding scale based on parental means, have not been implemented. The assessment concluded that only 4 provincial recommendations have been fully implemented and of the remaining 5 recommendations either relevant information pertain-

ing to them could not be obtained or it was indicated that government action was unnecessary.

The following table is a comparison between federal and provincial implementation of the Status of Women recommendations. The federal figures are based on the Advisory Council's 1976 assessment and the provincial figures are calculated from the independent study undertaken in 1975 by the Alberta Human Rights and Civil Liberties Association.

TABLE 1

Comparison of Federal and Provincial Implementation of Status of Women Recommendations

| | Federal Implementation | | Provincial Implementation | |
|---|---|---|---|---|
| | No. | % | No. | % |
| Implemented | 50 | 40.9 | 4 | 8.1 |
| Partially Implemented | 53 | 43.5 | 23 | 46.9 |
| Not Implemented | 19 | 15.6 | 17 | 34.7 |
| Not Determined | - | - | 5 | 10.3 |
| Total | 122 | 100% | 49* | 100% |

*Although Status of Women had a total of 167 recommendations, there are 4 additional recommendations in the provincial assessment because they pertain to both provincial and federal governments.

When the figures related to provincial Status of Women implementation are considered in the context of Alberta's proud past which contains such historical landmarks as being the second province to enfran-

chise women, (1916), the first province to elect a women to the legislature, (Louise McKinney, 1917), the first to appoint a woman judge, (Emily Murphy, 1916) and the second province to appoint a woman to Cabinet (Irene Parlby, 1921), the implementation figures are indeed discouraging. What has happened to Alberta's leading position in the early passage of innovative social legislation which included "some of the most enlightened and liberal laws in the Dominion?" (Cleverdon, 1950:66,73).

Utilizing this question as a starting point, let us now consider the purpose of this study. Since federal and provincial assessments of social change in terms of implemented legislation have been undertaken, it is not the purpose of this thesis to duplicate or overlap these evaluations, nor is the thesis an attitutional survey such as Women in Canada, (1976). It is not based on a descriptive statistical study such as that undertaken by Statistics Canada for its recent publication Opportunity for Choice (1976), but as an attempt to undertake an evaluation in terms of the provincial agency for change itself--the Alberta Women's Bureau. The final Status of Women recommendation stated: "We recommend that, where it has not already been done, each province and territory establish a government bureau or similar agency concerned with the status of women which would have sufficient authority and funds to make its work effective." (Status of Women, 1970:392).

Using this recommendation as a starting point, it is the intent of this study to examine the effectiveness of the Alberta Women's

Bureau by utilizing analytical and evaluative procedures and then discuss the main implications of the findings.

The Commissionaires' rationale for the establishment of a provincial government bureau was that such bureaus could be an effective agency in promoting equality by protecting and promoting the special interests of women. If and when Canadian society reaches the point where equal opportunities are available to women, then such bureaus will no longer be necessary. Until that situation occurs, the Commissionaires maintained that it is necessary to consider the needs of women separately. When the inequalities which are based on the sex role relationship are removed, then women's rights will cease to be an issue. Until this is accomplished, there is an issue and women need and require a distinct and specific agency charged with the task of removing the disadvantages which now inhibit them. (Status of Women, 1970:390).

It is within this context of being a government agency, charged with the task of promoting social change, that this study of the Alberta Women's Bureau will be undertaken. The purpose of the study will be to examine the question: "As a government agency for promoting social change, how effective is the Alberta Women's Bureau?"

This chapter has briefly reviewed the status of women in Canada and Alberta with particular reference to The Report of the Royal Commission on the Status of Women. One of the key recommendations of

this report was the establishment of a provincial bureau which would be effective in improving the status of women. The next chapter will examine methods for evaluating the effectiveness of the Alberta Women's Bureau.

## CHAPTER II

## METHODS OF EVALUATION

Before dealing with such questions as "What criteria should be utilized to evaluate the Alberta Women's Bureau?" and "Would the best method involve questionnaires, interviews or surveys?", the first step was to define and determine the basic parameters of the evaluative process. It was decided an application of the evaluative criteria outlined by Bloom in a Taxonomy of Educational Objectives, Handbook I: Cognitive Domain might provide a methodological framework for an evaluation of the Alberta Bureau. Although the Taxonomy is written for educational/learning purposes, the goals outlined in each category could also be relevant to such fields as social action and community development and therefore provide evaluative procedures which could be applied to the Bureau.

In the Taxonomy, Bloom lists six major categories of educational behavior and arranges them in hierarchical order from simple to complex classes, beginning with Knowledge in Class I, followed by Comprehension, Application, Analysis, Synthesis and placing Evaluation in Class VI because it is considered the most complex behavior. This position in the Taxonomy is based on Bloom's assessment that evaluation not only encompasses all five preceding categories but also contains additional components from the effective domain such as: values, liking and disliking. This complex relationship is described by Bloom in the following manner:

> Evaluation is defined as the making of judgments about the value, for some purpose, of ideas, works, solutions, methods, material, etc. It involves the use of criteria as well as standards for appraising the extent to which particulars are accurate, effective, economical or satisfying. The judgments may be either quantitative or qualitative, and the criteria may be either those determined by the student or those which are given to him. (Bloom, 1956: 185).

Bloom outlines two basic parameters in the evaluative process, distinguishing between judgments based on internal criteria and those that are based on external criteria. Standards which are widely recognized and accepted in terms of accuracy and consistency are generally employed as internal criteria and through their utilization it is often possible to determine if the actual or perceived functions are the same as the stated ones.

In this particular study, the method utilized to determine the internal degree of consistency within the Alberta Women's Bureau was to undertake a case study of the Bureau. Interviewes were scheduled with individuals who were, or had been, directly involved in the Bureau's administration and were in a position to comment upon the utilization of the accepted mandate of the Bureau. Two of the subjects had held the position of Director of the Alberta Women's Bureau and one of the subjects was the present Director. In addition to the Bureau's Directors, interviews were also scheduled with the Minister who is presently responsible for it and the Minister who initiated it. The main purpose of the interviews with the five subjects who were designated as "involved individuals", was to obtain information about the Bureau's legislative mandate. The interviews also attempted to ascertain if these involved individuals perceived any problems within the Bureau and determine

what they thought might happen to the Bureau in the future.

Another method of evaluating the Bureau in terms of internal criteria was to review a research paper which outlined the main issues in International Women's Year and discussed how these issues were being met within the provincial government. This method of internal evaluation examined the role of the Bureau from the perspective of its involvement in International Women's Year and outlined the major areas of government that were involved in these particular issues.

Having utilized interviews with involved individuals and a report in order to form an evaluation based on internal criteria, the next step was to deal with Bloom's second parameter for making judgments, which are those based on external criteria. Referring to evaluations made in terms of external criteria, Bloom states:

> This type of evaluation requires that the individual have a relatively detailed knowledge of the class of phenomena under consideration, that he know the criteria customarily employed in judging such works or ideas and that he have some skill in the application of these criteria. In a work of some complexity it is also necessary that the individual be able to comprehend and analyze the work before evaluating it. (Bloom, 1956:194).

In this study, the first method based on external criteria involved a series of interviews with individuals who, although they had not been involved in the internal operation of the Bureau, because of their particular interests or occupations, were in a position to give an opinion of the Bureau's goals and methods. These individuals were designated as "informed" on the basis of either specific interaction

with the Bureau or their reaction to the Bureau and its operation. Another purpose of the interviews with these informed individuals was to ascertain if they perceived any problems within the Bureau and obtain their input in terms of proposed solutions.

A second method of evaluating the Bureau in terms of external criteria was to utilize the results of a questionnaire which was distributed through four provincial workshops, held in Alberta in February and March of 1976. The purpose of the workshops was to present a brief to the government which outlines new strategies for changing the status of Alberta women. The questionnaires were concerned with such items as marital status, number of children, age, level of education, household income, occupation and degree of community involvement. The resulting profile which was based on 167 replies to the questionnaire, outlines the type of individual who is actively concerned about the status of women in Alberta and indicates the type of individual or client the Bureau might consider in its future operation.

Bloom states that judgments made in terms of external criteria can be further sub-divided into two general categories. The first category involves a comparison with members of the same class and this method was operationalized by a questionnaire which was sent to the directors of the other bureaus which are presently functioning in British Columbia, Manitoba and Ontario and covered such items as budget, legislative mandate, program and projects.

Bloom's second external category utilizes a model or ideal

standard as criteria. Dunham (1970), du Sautoy (1962) and Warren (1963) outline model objectives that are concerned in varying degrees with meeting economic, social, political, cultural, spiritual, educational and physical well-being of the involved people. Each of these authors stresses such strategies as citizen involvement, education, information, planning and organization, research and technical aid and assistance as model methods.

Although it might be possible to evaluate the Bureau in terms of any or all of these models, Rothman's Three Models of Community Organization Practice were ultimately adopted because in this article the author utilizes goals and methods in order to outline three basic orientations to community change and this emphasis on goals and methods was consistent with the examination of goals and methods which was undertaken in each of the internal and external evaluations.

The purpose of this multi-method evaluation, which involved such techniques as interviews, questionnaires, reports, charts and surveys, was to provide an analytical and comprehensive evaluation. A total of six evaluative procedures based on both internal and external criteria were utilized in order to broaden the foundation on which some conclusions could be reached regarding the effectiveness of the Bureau at present.

## Community Development Criteria

The general framework of the study and the basic methods of investigation have been outlined in the preceding pages and the next

step will be to consider some of the methods which will be of value in evaluating the effectiveness of the Alberta Women's Bureau. It is at this point that the study begins to relate to community development, but before examining this relationship it will be necessary to define a term which is the subject of some "conceptual confusion." (Hynam, 1968:193-199).

Fourteen accepted definitions of community development proposed by authorities on the subject are listed by Roberts, (1976:307-312), and the following are typical examples:

Du Sautoy, (1964:125-126).

> Community development is only a part of the overall process of the development of communities. It is the part of the process which can be distinguished by the following ingredients:
> (i) self-help.
> (ii) Attention paid to the people's "felt needs."
> (iii) Attention paid to the social, traditional and other aspects of the community as a whole.
> It usually operates in four main fields:
> (i) Adult literacy and basic social education.
> (ii) Specialized work among women and youth.
> (iii) Self-help construction projects.
> (iv) Extension education in various "nation building fields."
> It may also concern itself with co-operatives and the stimulation of cottage industry.

or Biddle, W. W. and Biddle, L. J. (1965:78-79).

> A social process by which human beings can become more competent to live and gain some control over local aspects of a frustrating and changing world. A progression of events that is planned by the participants to serve goals they progressively chose. The events point to changes in a group and in individuals that can be termed growth in social sensitivity and competence.

Other definitionsinclude Dunham, (1970:140):

> Organized efforts of people to improve the condition of community life and the capacity of the people for participation, self-direction, and integrated effort in community affairs.

and Bregha, (1971:73-75):

> Community development in Canada has still to define its area for action, as well as the issues it should tackle. It can not simply be concerned with development as increase in resources or productivity (as it primarily is in emerging countries) but also and foremost with two closely linked problem areas: the relocation of assets within our society, and the allocation of power.

These definitions are listed on the basis of their origin, (United Nations, United States, Canada, Great Britain, India and Rhodesia) and after underlining certain words which indicate common characteristics, Roberts (1976:41) notes that although the definitions describe what the process of community development is and although they relate this process to such terms as "community", "communities," "people" and "groups", these terms are not closely defined.

Citing examples such as Sanders, (1968), Rothman, (1968), and Biddle, (1968), he points out that there is a tendency in the cited definitions to think of community in terms of a geographical locality. Roberts (1976:45-48) considers this relationship unrealistic in terms of our present day urban life and proposes that a community exists when a group of people, because of common needs and problems, acquire a set of objectives. Present-day innovations in communication are seen as the key elements in extending the traditional concepts of community to include communities based on interest and objectives.

This emerging sense of community based on interests rather than geography is examplified by the Alberta Status of Women Action Committee which sponsored workshops in four Alberta centres: Edmonton, Calgary, Lethbridge and Grande Prairie. Faced with provincial issues such as day-care, maternity leave and matrimonial support, which are

not amenable to change at a local level, 254 women from all parts of the province met at these workshops to discuss and plan the measures that would have to be undertaken in order to resolve these issues. Because of the strong sense of community that was initiated at these workshops, these women agreed on four strategies for change which they felt would help ensure the full integration and participation of Alberta women in all aspects of society.

In defining development Roberts proposes a definition that sees it as "a process of making rational social choices and of improving the ability of groups of people to make such choices, to implement them, to judge their outcome and to revise them so that the condition of life improves." (1976:66). Defined in these terms, development may be considered as incorporating both a learning process and a political process. The learning process evolves as the initial concerns and problems of the community are worked through to the point where they are formulated as objectives. The political process evolves as the community realizes that further action in the political sphere is necessary if the communities' collective goals are to be attained.

Referring again to the Status of Women Action Committee workshops, one can see how this concept of development applied and evolved as the workshop participants learned the necessary skills, such as communication, in order to undertake the organization, planning and administrative skills they required as a group. Group decision-making was necessary in order to outline the communities' objectives and a political process began to evolve when a brief, Joint Initia-

tives--A Goal for Women and Government in Alberta was presented to the provincial government. The government's refusal to implement the recommendations contained in the brief has resulted in further political action in the form of lobbying and has also indicated that if these concerned women wish to ensure the social change they desire, it will probably be necessary for them to participate in the political process itself--working at the constituency level, running for office and perhaps becoming elected representatives themselves.

On the basis of these proposed definitions, community development may be viewed as a process of social change which involves learning in terms of oneself and one's environment; formulating objectives for change, group decision-making and action in order to achieve the objectives and finally an evaluation whereby the community assesses the extent to which it has achieved its objectives and in the course of so doing, could possibly start another cycle of change and development.

Another way of describing community development is to divide it into process, program, method and movement and according to some sources (Compton, 1971; Kramer, 1969; Sanders, 1958; United Nations, 1971), it may then be described:

(1) As a process.

Community development is a transition from one stage to the next--from simple problem-solving to increased competence in more complex situations; from participation of a few to participation of many; from centralized decisiom-making to shared decision-making.

(2) As a program.

When community development is formally organized with a separate administration and staff, it can be considered a program. The program is the collection of things that facilitate the process: "agency policy, the objective, the various activities and their objectives, the administrative structure, the support services, the resources and the people." (Compton, 1971:386).

(3) As a method.

Community development as a method is a means of problem-solving, a means of achieving certain specified objectives. It is an approach that emphasizes popular participation and the direct involvement of a population in the process of development.

(4) As a movement.

As a movement, community development is a philosophy of life, a cause to which people become committed. It is not neutral, but carries an emotional charge. It is dedicated to progress within the framework of values and goals which may differ under different political and social systems. (Sanders, 1958:4-5).

Viewed in this context, the Alberta Women's Bureau could be considered the "program" component. It is the administrative structure that is formally organized and, ideally, facilitates the community development process.

It has been noted that the Royal Commission rationale for the establishment of a women's bureau is the recognition of an existing inequality in terms of women and their subordinate role in Canadian society. According to Whitford (1968:10) this relates to the general

concept of community development. He says that community development addresses itself to disparities. If there were no underdeveloped countries, no relatively poor people, no culturally deprived and no politically powerless people, there would likely be no community development.

The United Nations in Popular Participation in Development, stated that the purpose of community development is: ". . . to induce social change for balanced human and material betterment; to strengthen the institutional structure in such a way as to facilitate social change and the process of growth; to ensure the fullest possible popular participation in the development process; and to promote social justice by permitting less privileged groups to give expression to their aspirations and to participate in the development of activities." (1971:10).

In a much more specific sense the objectives of the Alberta Women's Bureau are outlined as duties in The Alberta Women's Bureau Act. As written into the Act these duties are:

> (a) to collect and compile information, opinions and other material on matters of particular concern to women, including information, opinions and material on the cultural, social, legal, public and other rights, responsibilities, interests and privileges of women in Alberta.
>
> (b) to make such information, opinions and other material available to women, women's organizations and others, and
>
> (c) to provide such other services and perform such other functions as may be designated by the Minister.
>
> (Alberta, Laws, Statutes, etc., The Alberta Women's Bureau Act, 1970. Ch. 394.)

These informational objectives are considered instrumental in the

process of achieving equality for women, (Status of Women, 1970:392) and as a result the questionnaires which were utilized in the evaluation of the Bureau were concerned with the interviewed subjects' perception of the importance and acceptability of the objectives as well as assessing awareness of them in terms of women, women's groups, inter-governmental and non-governmental agencies.

The questionnaires utilized in the evaluation were divided into three main sections dealing with:

(1) the Bureau's objectives

(2) the methods the Bureau utilizes in carrying out its objectives

(3) problems encountered in the process.

The questionnaires were designed to obtain a clear statement and understanding of the Bureau's objectives and this emphasis on objectives reflects the community development assumption that such an understanding is crucial in research and evaluation. (Roberts, 1976:282). In a broader and more theoretical sense this study is concerned with community development in the area of social change. Summarizing the historical forms of social change, Martindale in Creating Social Change, states that these theories can be reduced to four basic types:

1. The theory that social and cultural changes are non-existent or of little importance.
2. The theory that social and cultural changes are degenerative.
3. The theory that social and cultural changes are progressive.
4. The theory that they are cyclical.

The three positions in contemporary sociology fall into the first, third and fourth types . . . For all these reasons many contemporary sociologists feel that the theory of social and cultural change is in greater need of re-examination than any other branch of the discipline. (1972:21).

Olmosk (1972: 163-172) examines this problem of social change from a practical perspective by describing seven different approaches or strategies frequently utilized by groups and individuals. Cautioning that in practice these strategies are seldom used as pure approaches but one strategy usually predominates, incorporating within it modifications based on one or two of the other approaches, he lists the pure strategies of change as: fellowship, political, economic, academic, engineering, military, confrontation, and adding an applied behavioral science model which incorporates the best features of the other strategies.

Although it would be possible to use Olmosk's conceptual model in an evaluation of the Alberta Women's Bureau or one of the other models that community development provides us with, such as those proposed by Warren (1963), du Sautoy (1962) and Dunham (1970), Rothman's Three Models of Community Organization Practice were selected because the emphasis on goals and methods in these models was consistent with the purpose of the questionnaires which were designed to evaluate the Bureau's objectives and methods.

Rothman outlines three orientations to community change by utilizing twelve variables such as: goal categories, basic change strat-

egy and orientation toward the power structure. Model A, which he designates as locality development, is a community development approach which is unique in the sense that it has a distinctive methodology which relies on the participation of concerned individuals at the local community level in determining goals and deciding upon a course of action. An example of the locality development or community development approach to social change is the Peace Corps.

Model B, which Rothman designates as the social planning approach, relies on well informed experts to determine a course of action. This model utilizes rational planning as the method for bringing about social change and both China and Cuba could be considered as examples.

The third model which Rothman outlines is the social action approach. It is activist in its orientation and involves a disadvantaged segment of the population confronting the power structure in order to obtain a greater share of the available resources. The Red-Stockings which are a group of radical, militant, feminists are an example of a group which utilizes the social action approach.

Because Models A, B and C are analytical models which help us understand an existing situation, (Roberts, 1976:298) it is possible to utilize them as criteria in evaluating the Alberta Women's Bureau. In order to determine the interviewed subjects' perception of Models A, B and C as related to the Bureau, a chart was developed which was based on the one outlined by Rothman, (1972:477), and each external

interview was concluded by asking the subject to designate on the chart statements which pertained to the Women's Bureau in terms of both its present and future operations. Although the main purpose of the charts was to record the subject's evaluation of the Bureau based on these models, they were also useful in ascertaining if each subject's interview statements were consistent with her recorded perceptions of the Bureau.

Therefore, by utilizing community development's conceptual models as criteria and by basing the design of the questionnaires on objectives outlined by community development, it is evident that this discipline provides useful evaluative tools.

The methods which are outlined in this chapter are an application of Bloom's criteria for evaluation and the questionnaires and charts which will be used in both the internal and external evaluation of the Alberta Bureau are based on community development concepts. The next chapter will present a detailed description of the Alberta Bureau and also provide basic information about the three other bureaus that are presently operating in Canada.

## CHAPTER III

## THE ALBERTA WOMEN'S BUREAU - HISTORY AND OPERATIONS

On April 15, 1966, the provincial government marked the fiftieth anniversary of equal suffrage for the women of Alberta by passing An Act to Establish the Women's Cultural and Information Bureau. (Appendix I ). However, contrary to general belief, this was not the first Women's Bureau the provincial government had established, for in 1928 during the era of the Famous Five[1], An Act Respecting The Alberta Women's Bureau (Appendix II) was passed by the legislature. Section 4 of this Act outlines the "aims and objects" of the Bureau, which were to co-ordinate the activities of women and women's organizations in the province, to collect and tabulate information and to conduct research. Part (c), Section 4 of the Act of 1928 outlines specific tasks for the Bureau, but it also conveys a picture of the prevailing social and educational conditions when it states that the Bureau should:

> . . . prepare information and statistics relating to any branch of home economics (including home nursing, household science, sanitation, food values, sickroom cookery, house furnishing, sewing), and relating to child welfare, preventions of disease, local neighborhood organizations in holding, establishing and maintaining educational demonstrations, lectures and courses of study, with reference to the matters aforesaid.

The 1928 Bureau was administered by the Minister of Agriculture and its programs were carried out by a group of three lay farm women who were called Rural Women Homemakers. The Homemakers worked with

other farm women, who, in spite of living a relatively isolated existence, were usually the driving force behind bettering the social, cultural, educational and physical conditions in the rural communities. Many of these farm women belonged to the Alberta Women's Institutes,[2] which had been started at Lea Park in 1909, and with a motto of "For Home and Country", were instrumental in establishing libraries, hospitals, maternity homes, dental clinics, as well as undertaking extensive educational programs by giving lectures and demonstrations that dealt with:

1. Domestic Economy.
2. Architecture, with special reference to heat, light, sanitation and ventilation.
3. Health, including physiology, hygiene, calisthenics and medicine.
4. Floriculture and Horticulture.
5. Music and Art.
6. Literature, Education Sociology and Legislation.[3]

In the Story of the Alberta Women's Institutes the author notes that "from 1909 to 1912 Mrs. Graham repeatedly appealed to the Department of Agriculture for some financial assistance and help" in organizing other Women's Institutes throughout the province and although this initial three-year appeal was finally granted, relations between the government and the Women's Institutes were seldom smooth and were often stormy. After the government became embroiled in a funding dispute that involved not only the Women's Institutes but

also other women's organizations, the 1928 Women's Bureau Act was passed. Thus, by establishing a Women's Bureau, the government was no longer committed to funding or helping the Women's Institutes or any other women's organization, and in addition to providing this convenient camouflage, the Act also gave the Minister of Agriculture the power to:

> . . . from time to time make rules and regulations as to the terms and conditions upon which groups of women or women's organizations may receive the services of the Bureau.

The 1928 Bureau, utilizing the services of the Rural Women Homemakers, functioned until the Aberhart government came into power in 1935 and then it ceased to operate. In 1940, the Home Economic Extension Service in the Department of Agriculture took over the duties of the Bureau and although the 1928 Act was repealed in 1955, the Home Economic Extension Service continued to carry out the duties of the first Bureau until the present Bureau was established in 1966.

Reminiscing about her "brain-child" the Honourable Ethel Wilson, who established the present Bureau in 1966, said:

> When I was first appointed to the Cabinet, I did a lot of speaking to various women's groups throughout the province. Along with questions from these women there came into my office many additional questions that indicated a lack of knowledge and information of where to go within government. The question might be one that a particular woman needed an answer to and no one would take the responsibility to see that she got it--she was often shuttled back and forth between departments. Another aspect of the problem was that women wanted and needed to know and be aware of what the government was doing and how it would affect them. I also felt there should be some recognition of the work that was being done by these women--not only in terms of the labour force but in their homes and communities as well. When the federal Women's

> Bureau was established in Ottawa, (1954), its role concerned only women in the labour force and the question occurred to me, "Why not a Women's Bureau that would serve all the women of the province? and I thought referral and the collection and dissemination of information should be its chief function.
>
> I had no difficulty in persuading my government colleagues that there was a need for such a Bureau. Mr. Strom was Minister of Agriculture at the time and knew the limits of the role being carried out by the District Home Economists--their field was not broad enough to cover all the concerns of women, their families, etc. The Cabinet decided the Bureau was necessary--although we had some trouble convincing some of the civil servants that it was a good thing!

Although another Alberta Women's Bureau Act was passed in 1970, (Appendix III) its sole purpose was to change the name of the Bureau from Women's Cultural and Information Bureau to Alberta Women's Bureau.

Concerning the Bureau's administration, both Acts state:

> The Bureau shall be attached to and form part of such department of the government as may be prescribed by the Lieutenant Governor in Council. (1966, c. 109, s.3; 1970, c. 115, s.4.)

Theoretically this means that the Director of the Bureau could report to any government department, such as Labour or Agriculture, but a tradition of linking the Bureau with a woman cabinet minister appears to have been established when the present Bureau was formed in 1966 and the first Director reported to the Hon. Ethel Wilson when she was Minister Without Portfolio. Since that time, the second Director has reported to the Hon. Helen Hunley in both her portfolios as Minister Without Portfolio and Solicitor-General and the present Director continues to report to Miss Hunley who presently holds the portfolio of Minister of Social Services and Community Health. Commenting on this aspect of the Bureau's administration, the second

Director stated: "The selection is an arbitrary one and in my mind it acts as a ghettoizing force."

Referring to the International Women's Year Report ( p.51 ) it is apparent that the Women's Bureau, although placed under the Department of Social Services and Community Health, remains as an isolated and separate entity and is not classified as a departmental service, program, or as a special agency for that particular department. However, this structural isolation was not perceived as a problem by the second Director who said:

> I felt that I was operating at the Deputy-Minister level. The Bureau was never under-rated and there was good rapport within government. We worked at building up our credibility with other departments and the input was good because there was access to the Ministers - it was possible to make things happen.

This viewpoint was not held by the present Director who rated the Bureau's status within government as being fairly low and stated that the Bureau had no power. The first Director also perceived this as a major problem and contradicting the second Director's perception, she commented:

> I think whatever structure evolves must function at the deputy minister level, for anything lower means that although work can be done within the department, inter-departmental contact only takes place at the deputy-minister level - this is how the channels operate. I think what made the position difficult was the frustration of seeing what needed to be done and not having it happen.

At the present time the Bureau is administered by a Director and the staff consists of one full-time secretary and a part-time research assistant who is a recent addition to the staff. The present Director

was appointed to her position on August 1, 1975 and was selected from over fifty applicants by the former Director of the Bureau and the Minister of Social Services and Community Health. The Director's qualifications are secretarial training, working experience in the executive secretarial field, public relations work with the Alberta Public Affairs Bureau and active involvement in a broad range of volunteer activities. Remarking on the appointment the second Director said:

> The files are filled with criticism regarding the new Director's secretarial background. Many of the letters expressed concern that her background down-graded the position. We had several Ph.D's apply, but it was the person we were concerned with and we felt that someone who had experienced situations first hand was more aware of them and thus more qualified. I really liked the concept of a male director but we thought the outcry would be loud and strong--yet if you want equality it should work both ways.

Last fall the Bureau moved from the Legislative Building to a more central location in downtown Edmonton. The new premises are located on the fourteenth floor of the Centennial Building and consist of a general reception area, the Director's office, and a small conference room.

Although an annual report was filed by the first Director, the second Director said she was not required to present one to the Minister and the Bureau's present Director also does not file an annual report. The Bureau's budget for 1974-75 was $57,000 and this was increased by approximately $30,000 in 1975-76 for an International Women's Year Program which resulted in a staff increase of a full-time provincial co-ordinator and a part-time research assistant.

The budget for 1976-77 is $76,000 which represents a 13.2 percent decrease in operating funds. Although the Bureau does not undertake direct funding, it sometimes provides support to various projects such as the purchase of full page advertisements in each issue of Branching Out, a new Canadian magazine for women.

In a recent Statement from the Alberta Women's Bureau, the Director noted that the Bureau

> . . . functions primarily as an information and referral centre . . . Requests for information which we receive regarding services or requesting guidance and assistance can be referred for processing to existing government departments.

The Bureau's secretary estimated that these requests average about five a day; about half of the calls are of a legal nature and marital problems are the type of call most frequently received. Although each legal call is an individual case and there is no pattern for handling them, they are often referred to Legal Aid or the individual may be referred back to her lawyer. Other common enquiries the Bureau receives relate to the use of one's surname, the Bureau's publications and other individual problems. The secretary estimated that eight out of ten calls that she receives originate in Edmonton, although out-of-town residents may call free of charge by using the R.I.T.E. system.

Another method through which the information function of the Bureau is carried out is by making available upon written or phoned request, a number of booklets and information sheets. The information sheets are based on the most commonly encountered calls for information and they are annually reviewed and updated when necessary. The sixty-two District Home Economists are also informed of the Bureau's

publications and they may refer requests from their area to the Bureau.

The following list of current publications illustrates the type of information the Bureau is concerned with and although information sheets on such topics as Citizenship, The Juvenile and Women on Juries are no longer available, the Bureau is planning a new series which will be concerned with the use of names, separation and divorce and legislation pertaining to women in the labour force.

Booklets

Status of Women in Alberta, 1972

The Female Volunteer, 1974

Laws for Albertans - Revised July, 1974

Information Sheets

The Famous Five, 1973

Pioneer Women of the West, 1973

Women in Canadian Politics, 1975

Wills and Estates for Albertans, 1976

Child Custody and Access, 1976

What's It All About - A Brief Look at the Women's Movement, 1976

A Woman's Rights, 1976

How to Prepare a Meaningful Resume, 1976

Establishing a Good Credit Record, 1976

The last four information sheets were brought out this September and at the present time each has had a distribution of approximately 1,500 copies. Laws for Albertans is the most frequently requested booklet and last year approximately 10,000 copies were distributed; it

is presently in the process of being revised and updated.

In a recent article published in the Calgary Women's Newspaper, Frances Wright, a Calgary journalist and television producer, reviewed the information sheet entitled What's It All About: A Brief Look at the Women's Movement and wondered if it was:

> . . . simple ignorance or necessity that has kept the Alberta Women's Bureau from distingushing between the thirteen changes that the federal government has made in anti-discriminatory legislation and the five issues that fall under provincial legislation.

In this article Ms. Wright also questions the accuracy of the Bureau's information pertaining to provincial legislation and using matrimonial property as one of five examples, she states:

> Under the Matrimonial Property heading, the Bureau states that "revised legislation will be brought before the Alberta Legislature during the Fall 1976 session." First of all, no government legislation regarding matrimonial property has ever been brought before the legislature; therefore how can they bring out revised legislation? And secondly, the twelve Cabinet Ministers we saw this summer told us that even a prediction of Spring 1977 would be rushing things in terms of presentation of this legislation (Calgary: Calgary Women's Newspaper, 1976).

The Bureau is in the process of publishing Jobs Without Gender which outlines unusual careers for women and has an accompanying leaflet entitled Realize Your Job Potential! giving brief profiles of women in the occupations of welder, barber, native job counsellor and a special investigator. The Bureau plans to place a copy of this book in each Alberta high school library and it also has purchased a film "We are Women" which is available for viewing throughout the province.

The Bureau's current major project is a three-year pilot study that is concerned with career development for women in the public ser-

vice. The project's first workshop was held in Red Deer last February and another workshop is planned for the same time this year. Although the government has held similar workshops in the past, they have been almost exclusively male and the Director feels that by providing the same opportunity for women the workshop participants will begin to recognize their own potential and be encouraged to apply for advancement. The project will be monitored in terms of the jobs women apply for, their advancement and any discrimination they might encounter.

During 1975-76 the Bureau's budget was increased by $30,000 in order to fund a special International Women's Year Program which was a co-operative venture between the federal and provincial governments. The program became publicly visible in May when two federal field officers, under the direction of a co-ordinator, started an outreach program in a mobile information vehicle equipped with AV equipment, films, slides and boxes of pamphlets, booklets. The van travelled over 10,000 miles throughout the province and visited fifty-seven communities. Depending on the nature of each local request, the officers either gave presentations in the form of lectures with films, seminars and workshops or participated in informal discussions. In each of these presentations the field officers considered their prime function was to inform the public about the status of women in Canada by disseminating factual information.

During this period a similar awareness program was also being undertaken by the Provincial Co-ordinator who travelled extensively

throughout the province carrying out speaking engagements and attending various International Women's Year seminars and workshops. She was primarily responsible for organizing and co-ordinating the International Women's Year display and information booths which were set up at eleven fairs and exhibits throughout the province and were staffed by over three hundred local volunteers as well as the federal and provincial officers. Most of the fair-goers appeared to recognize the well advertised "Why Not" symbol which was used to designate the booths but the most common reaction to the Alberta Women's Bureau signs were "What's that? - I've never heard of it!" Figures given in Women in Canada (1976:44) state that in 1975, 13 percent of the population in Alberta were aware of the Bureau, but on the basis of enquiries at the International Women's Year booths this appears to be an optimistic figure. The figure of 13 percent also represents a 3 percent decrease from the estimated awareness level of 16 percent in 1974 and one might question the methodology employed in the personal interviews that were conducted for the survey as one would assume there might be an increase in awareness of the Bureau after International Women's Year rather than the indicated decrease.

Summarizing the International Women's Year program in a more positive manner the Alberta Status of Women Action Committee stated: "From the perspective of increasing awareness, I.W.Y. efforts seem to have been reasonably effective."

The Bureau's latest project was an informal get-together attended by approximately sixty invited individuals who were known to the Bureau

through previous contact. It was held in September and the guests were shown the Bureau's new conference room and took part in an informal discussion.

The Director thought the Bureau's programs and projects were moderately successful and noted that although there is no formal process of evaluation, she comes in contact with many people and relies on feedback from them. She noted that there is little opportunity to obtain feedback from other agencies because the Bureau's contact with them is minimal.

Referring to The Female Volunteer which the Bureau published in 1974, the Director said this was an exceptional case of two volunteers carrying out an opinion survey, but that few women or women's groups suggest or plan projects with the Bureau although she hoped that more would be encouraged to do so.

One of the main ways awareness of the Bureau is communicated to the general public is by the Director speaking to such groups as Big Sister, Mothers' Day Out, the Local Council of Women, and the Personnel Association. The number of speaking engagements vary from month to month and for some remote northern areas where three day's travel time are involved for a half-hour speech, the speeches are sometimes taped and mailed. Awareness of the Bureau is also created by the Director's attendance at conventions, seminars, regional conferences and workshops.

The present Director has done several radio and TV interviews and plans to do a number of short spot announcements on the radio about new

information sheets as they become available. The Bureau also periodically advertises in the city dailies, the Alberta weekly newspapers and the Home Economist's Newsletter.

The Director said she often finds it necessary to justify the Bureau, either in the course of general conversation, or to many of the women's groups she addresses and even on social occasions. She thinks that criticism of the Bureau often does not take into account the size of the staff and the fact the about one-quarter of her time is spent carrying out confidential duties for the Minister which are usually related to the Bureau, as well as travelling, public speaking, and preparing and up-dating the Bureau's publications. She summarized her position as one where there were "seldom accolades."

## Other Women's Bureaus

In order to examine the other Women's Bureaus that are operating in Canada, a chart (Appendix IV) was utilized. This chart was based on answers to a questionnaire which was sent to the Directors of Women's Bureaus in British Columbia, Manitoba and Ontario as well as the Federal Women's Bureau. (Appendix V for questionnaire and covering letter).

The Federal Women's Bureau was not included in the chart due to a recent reorganization in the Labour Canada Department, which has resulted in the merging of the Women's Bureau and Fair Employment Practices into one branch called Rights in Employment.

Based on the Directors replies to the questionnaires, the chart provides a general description for each Bureau and then outlines its

objectives, methods and problems. Referring to the first category on the chart which outlines a general description of each bureau, the Ontario Bureau appears to be the most established in terms of its thirteen years of operation and a staff of twelve. The newest Bureau is the one in Manitoba which is four years old and has a staff of five and one-half. Both the Alberta and British Columbia Bureaus were established ten years ago and each has a staff of two. With the exception of the Alberta Bureau, all of the Bureaus report either directly or indirectly to the Department of Labour: the Alberta Bureau reports to the Executive Council through an appointed Minister. In terms of annual budget, although Ontario appears to spend the most, when the budget is calculated on a per capita/female basis, Manitoba spends three times more per female then either Ontario or Alberta, both of which spend about eight cents per provincial female. Figures were not available for British Columbia.

Looking at the major programs and projects for 1977-76, all of the Bureaus are involved in publishing various brochures, pamphlets and booklets but the pamphlet "The Ontario Women's Bureau: What, Why, How" was the only one that specifically outlined to the public what a women's bureau was and what it did. Although publicity through a combination of films, video-tape recordings and public appearances is planned by each of the Bureaus and all of them were involved in some type of training or career development program, only the Ontario and Manitoba Bureaus expanded this area to include an advisory/counselling/consulting function, and these Bureaus were also the only ones engaged

in research. All of the Bureaus, with the exception of Alberta, are planning some type of resource centre.

Referring to the objectives of each Bureau, the Alberta Bureau was the only one that had a legislative mandate, the others being established through the Department of Labour. All of the Bureaus lacked actual statistics on the number of requests for information and/or help per month and each noted a monthly variation in these calls but they generally ranged from 400 - 800 per month. Although liaison with other government departments was established in varying degrees by all the Bureaus, the Ontario Bureau was the only one that maintained a total permanent liaison throughout the government through a number of Women's Advisers who are appointed for specified government departments.

Referring to the methods of each Bureau, Alberta was the only one that identified "individuals" as being the Bureau's main clients. Each of the other Bureaus identified its main clients as being comprised of groups and organizations as well as individuals. All of the Bureaus with the exception of British Columbia, stated their main function as gathering and publishing data and information. The British Columbia Bureau's main function, through the training and employment of women, appeared to be directly related to the labour force. The Ontario Bureau has five separate program areas which are:

1. Affirmative Action: A Consulting Service to Business and Industry
2. Research into the Status of Women in the Work Force
3. Resource Centre
4. Outreach to Low Income, Immigrant and Native Women

5. Advisory Services on Employment Counselling

As a result of these program areas the Ontario Bureau did not consider itself to have one main function.

Concerning problem areas, the Alberta Bureau was the only one that did not make a reference to the need for a larger budget or the prevailing economic climate.

The Directors of the Alberta, British Columbia and Ontario Bureaus indicated that they did not anticipate any changes in the future for their bureaus. The Director of the Manitoba Bureau expressed a desire for expansion by stating: "I would like to see the Bureau expanded as we can effectively demonstrate need and as restrictions on budgets ease."

This chapter has described the historical basis and current situation of the Alberta Bureau as well as outlining the main features of the bureaus in British Columbia, Manitoba and Ontario. The next chapter will examine the internal evaluation criteria which is based on perceptions of individuals who are or who have been involved in the Bureau's administration. This chapter will also examine a research paper which indicates how the main issues of International Women's Year were met within the provincial government.

## FOOTNOTES

1. Five Alberta women, Henrietta Muir Edwards, Emily Murphy, Nellie McClung, Louise McKinney and Irene Parlby presented a petition to the federal government in 1927, asking that the Supreme Court of Canada be required to provide an interpretation of the word "persons" in order to clarify the right of women to sit in the Senate. The women appealed to a Supreme Court of Canada decision that "person" did not include women and in 1929 the Judicial Committee ruled that the world "person" in Section 24 of the BNA Act includes members of both male and female sexes, thus enabling women to become eligible to become members of the Senate of Canada. (Bird, et al., 1970:338-339).

2. The first Women's Institute Branch in Alberta was established at Lea Park in 1909 by Mrs. Hugh C. Graham who had come from Ontario where the organization had been founded in 1897 by Adelaide Hunter Hoadless. After discovering that the death of her son had been caused by unpasturized milk: Mrs. Hoadless undertook a life-long crusade to improve homemaking conditions and educate homemakers. Women's Institutes were established throughout Canada and by 1933 with the formation of the Associated Country Women of the World, they had become an international organization. At the present time, they are found in fifty countries and have a membership of 6.7 million.

3. Annie Walker, Edith M. Collins and M. McIntyre Hood. Fifty Years of Achievement, Toronto: T.H. Best Co., Ltd., 1948, p. 4.

## CHAPTER IV

## INTERNAL EVALUATION

An Interview Schedule Sheet (Appendix VI) was utilized to draft the interview questions and the section of the schedule dealing with objectives, methods and problems were revised in order to specifically relate to the Bureau, after which hour-long interviews were scheduled with five individuals who had been or were presently involved in the administration of the Alberta Women's Bureau. (Appendix VII- Interview Questions for Involved Individuals). The subjects were a former Minister Without Portfolio, who was responsible for the formation of the present Bureau (1966); the first Director of the Bureau (1966-72), and the Bureau's second Director (1973-1975). The interview with the present Director (appointed in 1975) was more extensive as it also included additional questions related to such topics as organization and administration, publications, programs and projects. The only subject not personally interviewed was the Minister of Social Services and Community Health, who is presently responsible for the operation of the Bureau. Because of time pressures the Minister was unable to grant an interview, but did respond to a questionnaire that covered the interview topics. The results of these interviews were divided into three main categories and deal with the Bureau's operation in terms of its objectives, methods and problems.

Objectives

The duties of the Bureau as they were outlined in Section 5 of the Alberta Women's Bureau Act (1970) were summarized as:

(a) collecting and compiling information

(b) making this information known

(c) providing other services designated by the Minister

Each subject was asked which duty she thought was the most important and four of the five subjects thought each duty was equally important. When the subjects were asked which duty was the most important five years ago, the response pattern was the same as that given in the preceding question; four of the five subjects perceived the duties as being equally important five years ago. The one dissenting subject, who was the former Minister Without Portfolio, considered both duties (a) and (b) which involve the collection and dissemination of information to be equally important and perceived these duties as being important both at the present time and five years ago.

In attempting to ascertain the degree of awareness of the Bureau among women, it is significant that two of the Directors perceived it in very different terms; the second Director estimated awareness in terms of contact with the public which averaged five requests per calendar day whereas the present Director estimated awareness in terms of contact for information and noted that approximately 20,000 copies of the Bureau's publications were distributed last year.

Awareness of the Bureau within government was estimated by the

second Director as about four referrals per month to other government departments. The present Director noted that approximately thirteen government departments have requested assistance from the Bureau within the last year. She listed Social Services and Community Health, Attorney-General, Solicitor-General, Labour, Advanced Education and Manpower, Education, Personnel Administration, Culture, Government Services, Housing and Public Works and Consumer Affairs. Concerning awareness of the Bureau among non-government agencies, the first Director thought there was good inter-agency awareness, but her successors said the Bureau had little contact within other agencies.

When asked if women, who are aware of the Bureau, find its duties acceptable, there were replies from all three of the Directors that could be considered neutral and two replies from the Cabinet Ministers who were or had been responsible for the Bureau that conveyed acceptability. The second Director gave a typical neutral reply. She stated:

> I think it's a fifty-fifty deal. If you asked the 200 delegates to Farm Women's Week, a fairly traditional group, I think you would find the Bureau was acceptable. If you asked 200 Household Economists who did not get what they wanted from government and were unwilling to support it with their own input, you would find very few who found the Bureau's duties acceptable.

In contrast to this viewpoint the Minister of Social Services and Community Health positively stated in her questionnaire:

> I believe that 95 percent of the women who are aware of the Bureau are satisfied with the duties assigned to the Bureau Director as well as the performance of those duties.

Comments upon the present status or priority of the Bureau within

the government resulted in a pronounced discrepancy in the subjects' replies. The second Director, the Cabinet Minister who initiated the Bureau and the Cabinet Minister who is presently responsible for it, rated the Bureau as being a high priority item. The Cabinet Minister who is presently responsible for the Bureau stated: "I personally attach a very high priority and status to all areas of responsibility which the Premier has assigned to me." This viewpoint was diametrically opposed by the first Director who said that most government officials had considered the Bureau a nuisance. The present Director categorized the status that the Minister attached to the Bureau as being fairly low, but qualified this statement by remarking:

> Under her present portfolio, the Minister finds that about 50 percent of it relates to the needs of women and considers them being met in these areas. The Minister tends to view the women who contact the Bureau as being able to accomplish something for themselves.

Methods

When asked to indicate if they thought the Bureau worked mainly with individuals, mixed groups or organizations, the answers indicated a change in the Bureau's main clients. The women that were initially involved in the Bureau's administration placed less emphasis on individual clients, whereas those presently involved in the administration considered individual clients to be more important than groups or organizations. The former Minister Without Portfolio considered organizations to be the Bureau's main clients and the first Director thought there was an equal representation of organizations and individuals during the years of 1967-1973 when she served as Director. Since 1973

both the second Director and the present Director consider individuals to be the Bureau's main clients and the present secretary noted that about fifty percent of her daily phone inquiries are related to individual legal problems and of these inquiries, marital problems form the highest percentage.

Although they disagreed on the priority of the Bureau and the type of client it dealt with, there was no discrepancy in the replies when the subjects were asked what they thought the Bureau's main function was. All five subjects considered the main function of the Bureau was to promote self-help and act as a developer of human resources. All five subjects were in total agreement that the Bureau's role was not to organize women to take action but to help women and women's groups solve their own problems and to gather and publish data and information.

Problems

The first Director was the only subject who thought the Bureau was faced with any major difficulties or problems and she stated: "I think the major problem was channelling--reporting problems and having no structure to do it through." This lack of bureaucratic channels was not perceived as a problem by the Minister who is presently responsible for the Bureau. She stated: "I believe the Bureau provides a great deal of support and direction to those groups and individuals who approach it with valid requests for assistance."

In looking at problems that might be related to administration and budget, there again appeared to be a discrepancy in viewpoint.

The first Director noted that administration and budget are interrelated and one hinges on the other, whereas the second Director stated: "I did not find the budget constraining. Often towards the end of the year I was looking for ways to utilize it all."

Another area that produced a difference in viewpoint between the first Director and the second Director pertained to problems in provincial/federal relations. The first Director perceived the federal Bureau as initially having a much narrower scope than the Alberta Bureau because its only concern was with women in the labour force. However, as a result of the Status of Women Report, the federal Bureau had undertaken a much broader range of activities. The second Director said there was little contact with the federal Bureau but some contact with other provincial Directors.

The interviews were concluded by asking the subjects to give their future forecast for the Bureau. Both the present Director and the Minister responsible for the Bureau thought the Bureau would remain the same and did not indicate any changes. The former Cabinet Minister thought the Bureau could be expanded and both the first Director and the second Director indicated that, as individuals, they would like to see the present Bureau discontinued and the needs of the women it served being met and handled within appropriate government departments.

Since the Minister who is responsible for the Bureau and its present Director both indicate that it will remain the same, it is

unlikely that any proposals for change in terms of the Bureau's structure or functions will be either considered or incorporated in the near future.

## International Women's Year Report

There were four main objectives in the report, Provincial Issues in International Women's Year, which was compiled in December, 1975. After the Report determined that the five basic issues concerning women in Alberta during International Women's Year were matrimonial property, matrimonial support, human rights, day care and education; the first objective of the Report was to outline each issue in terms of government involvement at that point in time. The second objective was to outline the present legislation, programs or projects that pertained to each issue and the third objective was to indicate the new or proposed legislation, plans or programs. The fourth and final objective of the Report was to comment upon the most important aspects of each issue.

Utilizing human rights as an example of how provincial issues in International Women's Year dealt with, the Report noted that government involvement was carried out through the Department of Labour and the Human Rights Commission. Lay interpretations and copies of the existing legislation, The Alberta Bill of Rights, (1972), and the Individual's Rights Protection Act, (1972) were included in the Report and proposed legislative changes in the form of major amendments to the Individual's Rights Protection Act which were proposed by the Alberta Human Rights Commission in their first annual report, were outlined.

The report on the human rights issue was concluded by comments pertaining to some of the problems in this area such as defining the term 'similar work', the issue of back pay and the fact that the Act cannot be enforced by substantial fines and imprisonment, but must rely on minimal fines and conciliation.

In reporting on each of the other four basic issues, the same method was followed and one of the most important results of the Report was a government organization chart which had the areas of government involvement in these basic issues outlined on it. This government organization chart (Appendix VIII) illustrates the distribution of these five basic issues throughout the provincial government. By referring to this chart it is apparent that six different ministries, twelve different departmental services and programs; one corporation and one commission were directly involved in dealing with the International Women's Year issues. Apart from Preventive Social Services which shows an involvement in two issues, there is no area which shows an involvement in all five issues and could act as a central co-ordinating mechanism. If other issues which also concern women, such as housing, consumer affairs and recreation were included in the diagram, there would be a related expansion in the areas of government involvement but again there would be no indication of an over-lapping or co-ordinating area. Although one could argue that the concerns of women are being met through a wide variety of government departments, the report indicated that one of the most apparent results of this decentralized approach was the lack of es-

tablished communication and information channels between the involved areas. For example, in order to summarize the current government proposals in terms of legislation, educational programs and research, it was necessary to contact not one, but several individuals from each of the involved departments, corporations and commissions and when information concerning other departmental programs was relayed to these contacts, a frequent response was one of genuine surprise and a desire to learn more about other departmental programs.

Although inter-governmental communication concerning the key issues appeared to be minimal, the Women's Bureau was instrumental in establishing a communication-information channel between the private and public sectors. This was done by appointing a provincial co-ordinator for International Women's Year who spent a major portion of her time speaking to such diversified groups as students at a United Nations camp in Nordegg, the Dental Wives in Jasper and members of the Twin and Triplet Club in Calgary. As well as carrying out extensive speaking engagements throughout the province, she also appeared on several local television and open line radio shows and her comments focused on the main issues and problems which evolve when one proposes equality for women.

Another aspect of the International Women's Year program involved the co-operation of over 300 local volunteers who staffed display and information booths that were set up throughout the province at a dozen fairs and exhibitions. An example of the broad, grass-roots interest and involvmenet in this particular project was demonstrated by over 100 women and men who acted as volunteer staff for the Klondike Inter-

national Women's Year booth in Edmonton. These individuals represented twenty-eight different associations and organizations and it was not uncommon to have the booth staffed by people from such diverse groups as Options for Women, Humans on Welfare, Society for the Retired and Semi-Retired and the Toastmistress Club.

However, all the International Women's Year projects were based on a one year program and the broad grassroots interest and momentum that were developed during that short interval did not have a specific mechanism through which liaison with the government could be more effectively established and maintained. The information sharing with the public was not complemented by any change in government organization to accommodate any possible effects of increased interest and awareness. In the concluding section of the Report it was noted that the mandate for the Women's Bureau has within Section 5 the provisions through which a liaison mechanism, such as a newsletter, could be established, but as yet this Section has not been utilized.

The internal evaluation indicated a difference in opinion between the Bureau's first Director and her successors in terms of the Bureau's clients which the first Director perceived as including both groups and individuals whereas her successors considered individuals the chief client group. The first Director found the Bureau's budget and administration constraining but the second Director did not perceive problems in these areas and thought the Bureau had a

high priority and status within the government.

On the basis of the International Women's Year Report, it is apparent that the Bureau's organizational structure either eliminates or curtails concentrated action within government on the key issues that pertain to Alberta women. The Report also indicates the need for a permanent liaison mechanism or structure between the private and public sectors that would ensure a two-way information channel. The next chapter will examine evaluation criteria which is based on interviews with individuals who were considered to be informed about the Bureau's operations. This chapter will also utilize the results of a survey of individuals who are actively concerned about the status of women in Alberta.

## CHAPTER V

## EXTERNAL EVALUATION

The Interview Schedule Sheet which had been previously utilized to formulate the questions for the Bureau's administrators was reviewed and several questions concerning objectives, methods and problems were redrafted for a new group of interview subjects, who, because of their particular situation and occupation, were in a position to give an external evaluation of the Bureau. After a trial interview, the general format of the interview was retained, but the wording of several questions was revised to obtain more specific information. (Appendix IX Interview Questions for Informed Individuals).

The list of informed individuals that was drawn up was a selective one, representative of both the private and public sectors and involving consultation with many individuals in Edmonton, Calgary and several rural areas. Although the seventeen subjects did not constitute a sample, they were recognized in terms of their public action regarding women's position and the resulting problems and possible solutions. The intent of this part of the study was an exploratory survey which could be used to indicate areas in which further detailed research might be conducted. After the list of subjects was determined, interviews were scheduled with the following individuals:

Editor, Branching Out, a feminist magazine

Former President of the Alberta Women's Institutes

Chair person of the Edmonton Young Women's Christian Association

Member of the Federal Advisory Council on the Status of Women

Lawyer. Assessed Alberta implementation of the Royal Commission of the Status of Women recommendations in 1975

Provincial Co-ordinator for International Women's Year

Staff member Calgary School Board. Special Consultant to Minister of Advanced Education

Federal Co-ordinator for International Women's Year

Chair person of Status of Women Action Committee

Two co-authors of The Female Volunteer

Supervisor of Alberta District Home Economists, Government of Alberta

Member of the Federal Advisory Council on the Status of Women

Research and Education Co-ordinator, Human Rights Commission, Government of Alberta

President, Edmonton Business and Professional Women's Club

Director of Calgary Women's Centre

Executive Director of Edmonton Young Women's Christian Association

Because several of the subjects were government employees or were involved with the government through funding and/or projects, prior to asking the first interview question, each individual was told that her interview was "on background", a journalistic term which assured the subject that she would not be identified as the source of any information or quotation. The interviews with these informed individuals were compiled and summarized under three main categories: objectives, methods, problems.

Objectives

The duties of the Bureau as outlined in Section 5 of the Alberta Women's Bureau Act, (1970) were summarized and presented in a format identical to that utilized in the interviews with the involved individuals.

When each subject was asked which duty she considered to be most important now and which duty would have been the most important five years ago, 81 percent of the subjects considered duties (a) and (b) either separately or jointly as the most important items and 100 percent of the subjects considered these two duties the most important items five years ago. Sixty-two percent of the subjects indicated they did not perceive any change in the Bureau's duties. It is significant that this perception was held by only one of the five subjects who were involved in the internal evaluation of the Bureau; the Minister who initiated the Bureau considered duties (a) and (b) to be more important items; 19 percent of the subjects considered duty (a), the research item, as being the most important. Twenty-five percent of the subjects considered duty (b), the dissemination of information, as being the most important item and the largest number of subjects, 37 percent, though that both duties (a) and (b) were interrelated and equally important.

Concerning duty (c) which involves providing other services and functions as they may be designated by the Minister, there was 100 percent agreement among the subjects that duty (c) was not important five years ago and typical comments of the 19 percent who considered (c) the most important duty at the present time, indicated that these indivi-

duals had reservations concerning this internal duty. Typical comments were:

> Appears to be the most important at this time.
>
> I understand (c) takes up too much time--someone else should be appointed to carry it out.

In attempting to ascertain the degree of awareness of the Bureau, the four main areas considered were: awareness among women, awareness within organizations, awareness within government departments and awareness among non-government agencies.

To assess the degree of awareness among women, the subjects were asked to estimate on the basis of ten women who they knew personally, how many of these individuals were aware of the Bureau. When giving their reply twelve of the respondents distinguished between two separate groups such as "relatives" and "co-workers", four of the respondents referred to one specific group and one respondent did not reply, giving a total of twenty-eight groups. In six of these groups everyone was perceived as being totally unaware of the Bureau and this situation was thought to occur most commonly among the general population. A typical comment was "If you went outside and did a sidewalk survey, 99.99 percent of the people would have never heard of it."

In ten of these groups it was thought that everyone would be aware of the Bureau but the respondents qualified these as special cases by such statements as:

> I'm dealing in a rarified atmosphere of aware and involved women.
>
> These would be within the feminist movement.
>
> These are friends, co-workers and professional associates who share the same attitudes and interests.

The remaining twelve groups had from one to five women aware of the Bureau and this level of awareness was usually perceived in friends and co-workers.

In determining the degree of awareness within organizations, the subjects were asked "Of two women's groups or organizations that you know, what percentage of the members would you estimate as being aware of the Bureau?"

Figures were given for a total of twenty-four groups as ten groups did not have figures assigned to them. In seven of these groups, one hundred percent awareness of the Bureau was thought to prevail among the executive or key members as well as within groups categorized as feminist or within the women's movement. In two of these groups total unawareness of the Bureau often related to specific organizations or boards the subjects belonged to. Degrees of awareness ranging from one percent to fifty percent of the membership were given for thirteen groups, usually in terms of either the general or grassroots membership or a specific board or committee.

When the subjects were asked to estimate the percentage of other government departments that are aware of the Bureau, five of the subjects thought that the level of awareness within government would be 50 percent or less. Twelve of the seventeen respondents did not assign actual percentage figures because they felt they were not qualified to make an accurate assessment of government awareness. Several of the twelve respondents thought that a more significant determining factor would be how aware of women the department itself was, rather than how

aware it was of the Bureau. One subject stated, "I'd expect Education to be aware of it. I don't expect Mines and Minerals would be."

One of the subjects was convinced that awareness within government was non-existent. She commented: "From my own experience of picking up information from the Bureau,- the parking lot attendant almost didn't let me park because he hadn't heard of it, they misdirected me at the main door and Lands and Forests, which was right next door to the Bureau didn't even know it existed."

When asked "Of the agencies that are concerned with women, what percentage would you estimate as being aware of the Bureau?", ten of the seventeen respondents did not give actual percentage figures and six respondents estimated that awareness among other agencies would be 60 percent or less. These estimates were qualified with statements such as: "I think less than 50 percent of the agencies know what the Bureau is and of this group, almost all of them have no idea what the Bureau does." "Probably 100 percent are aware, but few could care less."

The final question related to the objectives of the Bureau was concerned with determining if the women that were aware of the Bureau found its duties acceptable. Eight percent considered the duties acceptable and 28 percent found the duties acceptable to a limited degree or gave a neutral response to this question.

Of the 64 percent who did not find the duties of the Bureau acceptable, the following comments were typical:

> I think there is a negative awareness of the Bureau among those who have knowledge of its existence. Among others there is no knowledge that it is there, and this, of course, is one of its problems.
>
> I think most of them feel that the Bureau does not go as far as it should in carrying out its duties. It's looked upon as rather an innocuous entity.

Methods

In order to determine how the subjects perceived the methods utilized by the Bureau, they were asked, "Do you think the Bureau works mainly with individual women, small informal groups, formal organizations, compiling data, publishing information, mass or national organizations?"

Figures in Table 2 summarize the results of the respondents' perception of the main methods utilized by the Bureau. The estimated percentage of time the Bureau spends on these methods was not included because most of the subjects were reluctant to designate an actual time figure.

The subjects do not appear to identify one particular method as being most important but perceived the Bureau as utilizing five different approaches. The relatively low figure, (5 percent) for mass or national organizations indicates that a majority of the subjects did not perceive this as a main method. Three of the subjects noted that in addition to the outlined methods they thought almost one-quarter of the Bureau's time would be spent on special tasks and matters assigned by the Minister, but were not sure what this involved.

Table 2

Methods Utilized by the Alberta Women's Bureau

| Method Involved | Respondent's Perception |
|---|---|
| Individual Women | 22% |
| Formal Organizations | 22% |
| Publishing Information | 19% |
| Compiling Data | 16% |
| Mass or National Organizations | 5% |
| Total | 100% |

The next question pertaining to methods was concerned with the manner in which the Bureau operates. Each subject was asked, "Do you think the Bureau is mainly involved in helping women determine and solve their own problems, referral, fact gathering and publishing information or organizing women to take action?" Table 3 summarizes the respondents replies.

Table 3

Activities of the Alberta Women's Bureau

| Activity | Respondent's Perception of Importance |
|---|---|
| Fact gathering and publishing information | 43% |
| Referral | 40% |
| Helping women determine and solve their own problems | 17% |
| Organizing women to take action | 0% |
| Total | 100% |

Fact gathering and publishing information were perceived by a slight majority to be the main method of operation, but it is significant that all of the comments were critical of the process. Typical remarks were:

> I see them compiling information and working in this area--but not effectively.
>
> I'm familiar with the fact sheets which were mailed out to you if you were on their mailing list. Now it seems information is available only on your own initiative.

Within this group of subjects, a significant number expanded fact gathering and publishing to include other activities the Bureau could be involved in such as:

> A resource centre consisting of a large library in which government materials are compiled and listings maintained of material that is available on a provincial basis. It should also include audio-visual materials as well.
>
> A communication link, done through dissemination of information through newsletters and/or broadcasts on a regular, weekly or monthly basis. No one else is doing this. The Bureau does have access to communication channels and I see a major part of its obligation is to utilize them.

Several of the subjects noted the need for a 'higher profile' and 'more public relations as to existing functions and events.'

Referral was perceived as a slightly less important method of operation but the comments pertaining to the referral process expressed a neutral attitude in contrast to the negative comments pertaining to fact gathering and publishing information. Typical comments were:

> I know the Director spent a large part of her time in this area.
>
> I see this as a major function at present.

One of the most significant results concerning methods of operation was the fact that none of the subjects interviewed thought the

Bureau should be involved in organizing women to take action and they were extremely adamant about such an involvement. Typical statements were "Definitely not!" "Heavens no - this is not their function, but something women must undertake themselves." "Not this!", and this viewpoint was in total agreement with that held by the involved individuals who also thought the Bureau's role should not involve organizing women to take action.

The final question that dealt with an external perception of the Bureau's methods, asked the subjects to indicate what they thought the Bureau should be doing and also to explain why they thought these activities were important.

It is significant that 87 percent of the subjects thought that some form of fact gathering/information service should be the Bureau's chief function and only 13 percent considered research as being of prime importance. Typical comments were:

> Out-reach - informing people. Women are not well informed. I see it as a fact gatherer and disseminator of information. On a regular and current basis it should be providing women in the labour force and at home with up-to-date and accurate information.
>
> It is hard for women in particular to know where to go - the government is in a constant reorganization and I see a need for this information/referral component.

It is significant that the individuals involved in the Bureau's administration did not perceive a fact gathering/information service as the Bureau's main function but thought the Bureau should be equally involved in promoting individual self-help as well as publishing data and information, thus contradicting the findings from the external

subjects' evaluation.

Problems

The final category in the interview questionnaire was concerned with the perception of problems or difficulties which were related to the Alberta Women's Bureau. When the subjects were asked if they thought the Bureau faced any major difficulties or problems, 94 percent of them were positive that it did and a typical statement was, "Yes, its existence. I see a problem in an interpretation of its role in terms of itself, government and people." The subjects were asked if they could categorize the problems as being either political, administrative, related to programs and/or projects, related to cultural and social factors, involving all the listed factors or other factors; the results are indicated in Table 4.

Table 4

Problems of the Alberta Women's Bureau

| Type of Problem | Respondent's Perception of Importance |
|---|---|
| Political | 88% |
| Program and Projects | 47% |
| Administration | 35% |
| Other factors | 29% |
| Cultural and Social Factors | 18% |

The total percentage figure is greater than 100% because several of the subjects perceived problems in more than one category.

About half of the comments on the political nature of the Bureau's problems emphasized the role of the Bureau in maintaining the status quo within a government bureaucracy. For example: "I think they are interested in preserving the status quo and in many ways are even lagging behind it."

> I think it is expedient in politics to choose your bureaucrats in terms of those that conform rather than the visionary individual who is perceptive and concerned. I think the last two Directors have been deliberately chosen with this bureaucratic criteria in mind.
>
> I think the basic problem must be political - previous Directors have not rocked the boat. If I was in that position, there would be so much activity, I'd probably be out on my ear in two years.

The other half of the comments on the political nature of the Bureau's problems emphasized the Bureau's position. Typical comments were:

> The Women's Bureau occupies a position that leaves it no channels of communication and information. It sits alone, an isolated entity.
>
> The bureaucratic structure likes departments; the lines of communication flow through them and not being part of one puts the Bureau at a disadvantage.
>
> I think the Bureau's position at the present time is very much like an appendix, it's there but no one would miss it if it was removed.

A lack of bureaucratic channels was also perceived as a major problem by the Bureau's first Director, but the other subjects involved in the internal evaluation did not mention it.

Referring to the other problem categories, although 35 percent of the subjects considered the Bureau's problem as administrative in nature, there did not appear to be a clear-cut distinction between the

political and administrative categories. If the political and administrative problem areas are considered as one inter-related category, it is significant that 59 percent of the subjects specifically mentioned budget and 41 percent of the subjects specifically mentioned staff as problems falling within the political/administrative category. One subject quoted the following budget figures:

1974 - $56,000.00

1975 - $88,000.00

1976 - $76,000.00

and noted that the Women's Bureau with a decreased budget of 13.2 percent is one of the few government departments that has not increased its spending.

Most of the subjects considered staff problems the result of an inadequate budget. Typical comments which emphasized the political/administrative nature of the problem areas:

> I think if the Bureau was given the necessary budget it would mean a bigger staff and also I think an improvement in the type of person that would serve as Director.

> Not sufficient staff and related to this, not a big enough budget. Prestige - this entails sufficient financial support to carry out its functions through sufficient staff. I'm sure the Director makes under $20,000 and as long as she does the Bureau has no prestige. The dollar is the criteria in our society and when board members of the Canadian Radio-Television Commission are making $50,000.00, that's the name of the game. There's no point taking a Florence Nightengale approach - I wouldn't touch that job unless it paid over $30,000.00 and although I'm not aware of the qualifications of the present Director, the salary will not attract anyone with the necessary qualifications.

Of the 47 percent who consider the programs and projects the major problem area, the majority of comments were concerned with poor public

relations, and related to this were 29 percent of the subjects who perceived the public attitude toward the Bureau as a problem area. Typical comments were:

> There is no public awareness of the function of the Bureau- there is no functional description of what is involved and people are left wondering - what is this place for?

> I think most women have a negative opinion of the Bureau. Their expectations for it have been high and because they have not been realized, the Bureau is saddled with a negative image. It's had a problem communicating with the public and the results have been disappointment and this negative image that I mentioned.

Eighteen percent of the subjects perceived problems related to cultural and social factors. One of them stated, "Women insist on maintaining political naivete - they lack knowledge and skills and they really don't deserve consideration. They refuse to face the social reality of the time we're living in."

Two of the subjects noted that one of the Bureau's chief problems was its inaccessibility both in terms of its present location, which is on the fourteenth floor of a downtown office building, and the hours that it operates. One of the subjects commented, "How can it possibly be of service to a Bay clerk when its hours of operation are so limited?"

It is significant that the first Director perceived major problems related to administration and budget and the present Director said the Bureau had no power, but these were the only problem areas indicated by the involved individuals. These are structural problems and problems of an internal nature and they are removed from those which concern relations between the Bureau and its clients.

After categorizing the major problems facing the Bureau, the subjects were then asked if they thought the Bureau would be able to overcome its main difficulties. Seventy-three percent of the subjects replied in the affirmative and about one-third of them thought an increased budget would be the solution. Within this affirmative group, another third of the subjects stressed effective and capable leadership and the remaining subjects considered better public relations and increased accessibility as being possible solutions.

Strong negative comments were typical of 27 percent of the subjects who stated that they did not think the Bureau could overcome its problems. Typical remarks were:

> No, you can't resurrect a dinosaur. The type of structure and organization that the Bureau embodies is archaic, it doesn't fit into today's world.
>
> No, I think the fact that the Bureau has not been able to do much within the last five years is a pretty good indication that there is something intrinsically wrong.

When the subjects were asked if they thought the Bureau should be discontinued, remain the same or be expanded, only one individual thought it should be discontinued and one other subject thought it should remain the same. Seventy-two percent of the subjects thought the Bureau should be expanded in terms of an increased budget and/or staff, or else by working in conjunction with an advisory council or a similar type of structure. The 20 percent who thought the Bureau should be replaced proposed a wide variety of structures to take its place such as a Citizen's Council, a Women's Division within the Human Rights Commission and an Information Centre.

The interviews were concluded by asking the subjects if they wished to make any final comments and many of these concluding remarks were concerned with the Bureau's goals and often referred to other structures that might be considered along with a "beefed up Bureau." Typical comments were:

> I think we have to start looking to other structures beside a "beefed up" Bureau. Although at this point I'm not prepared to say that form these structures should take, I think they should contain within them the following principles: (1) Co-ordination at a significant level. I define significant level as being at the assistant deputy-minister level of decision-making. At present, the Director has no route to go. In a power situation, everyone has to be informed: there is a need to communicate and integrate a proposal or it will not be effectively implemented. (2) A strongly co-ordinated Volunteer Structure, which will act like a gadfly. I am not convinced that a temporary advisory council is what we need to accomplish this, but we need something that acts as a liaison between the Volunteer Sector and the Bureaucratic Structure and is not locked in to either.

> I think an Advisory Council could give the necessary push to set up a Bureau which has a budget that enables them to hire a Director who has the confidence of various groups.

> I could see this happening by making a body directly responsible to a Minister, but not a Ministry. Perhaps a structure that resembles an Advisory Council but not necessarily one. It might be responsible to all ministers rather than just one. The goal of such a structure would be to work for the improvement of the status of women in Alberta.

> It should be made stronger and serve as an information centre, period, for there is a full-time job in this area alone. Of necessity its role should be limited - it should not be viewed as a panacea for all problems concerning women. I can see the Bureau working effectively with other structures that are present now, such as the educational wing of the Human Rights Commission. I can also see it working with other structures which might come into being, although at this time I am not prepared to say what they should be, except that they should be independent of the bureaucratic structure, but the Bureau could provide valuable input.

## Provincial Survey

During February and March of 1976, a series of four regional workshops were held in Calgary, Grande Prairie, Edmonton and Lethbridge. The workshops were sponsored by the Alberta Status of Women Action Committee and their purpose was:

> . . . to provide a regional forum for the discussion of strategies aimed at the full integration and participation of Alberta women in the political, cultural and social processes of their province. The underlying assumption was that women in Alberta, as in all areas of Canada, have not yet achieved the status and basic rights to which they are entitled. The question is no longer only why or when, but most emphatically how. Therefore, the intent was to address the question of the appropriate structures machinery whose purpose is to facilitate full integration, (Joint Initiatives, 1976).

The workshops in Lethbridge and Grande Prairie were open to anyone in the community who wished to attend, while the Edmonton and Calgary workshops invited groups and organizations to send a representative delegate. A total of 254 women attended the four regional workshops and these delegates represented a broad cross-section of volunteer, private, educational and governmental agencies. The sixty-two volunteer agencies were widely diversified with representatives from organizations such as the Alberta Human Rights and Civil Liberties Association, the Business and Professional Women's Association, the Metis Association, the United Church Women, Women of Unifarm and the Y.W.C.A. The twenty-two agencies were also widely diversified and included representatives from the Alberta Human Rights Commission, the Family Life Education Council and the National Film Board.

Because of this broad cross-section, the workshops were considered a mechanism through which it might be possible to obtain a

general profile of the type of woman who is sufficiently concerned a about the status of women in Alberta that she was willing to commit time and often money to attend a one and one-half or two day workshop. The main purpose of the survey was to ascertain if the workshop participants did, in fact, resemble the current "women's lib" media image, which often stereotypes concerned women as young, single, militant radicals.

The results of the profile survey are included in the evaluation of the Alberta Women's Bureau for two reasons: the first being that the profile which emerges from the survey may be considered an extension of the seventeen "informed individuals" who were interviewed in the process of obtaining an external evaluation of the Bureau. Since the "informed individuals" included seven subjects who were delegates and another seven who were actively involved in the organization and planning of the workshops, the profile which was based on 167 responses gives an extended, comprehensive and detailed profile of the individual who is concerned about the status of women in Alberta.

The second reason for including the profile in the evaluation of the Alberta Women's Bureau is because it is necessary to consider the type of client the Bureau is or should be concerned with and the results of the profile survey were seen as indicating the type of individual who because of demonstrated concern, would be a logical client if the Bureau plans to work effectively in order to promote equality.

The questionnaires (Appendix X Profile of Alberta Women's Work-

shop Participation) were either given out at the workshops or mailed to the 254 participants and a total of 167 profiles were completed, giving a response return of 66 percent. The figures quoted are based on the completed questionnaires and because the respondents were given the option of omitting any question they wished to, the given percentages have been adjusted to the number of replies for each question. For example, the question relating to total household income had twelve missing cases and the adjusted frequency in the $10,000 - $25,000 range shifted from 39.5 percent to 42.6 percent.

Results of the survey indicated that 43 percent of the respondents attended the Edmonton workshop, 21 percent were at the Lethbridge workshop, 20 percent were at Grande Prairie workshop and 16 percent were at the Calgary workshop. Eighty-six percent of the respondents were urban and of these urban respondents 63 percent indicated they lived in a city and 23 percent lived in a town. Attendance from rural areas was 14 percent and of this group, 9 percent lived on a farm and 5 percent lived on an acreage.

Table 5 indicates that the media myth of female activists being single women did not appear to be backed up by the profile results. Only 16 percent of the respondents were single, 5 percent were separated, 4 percent were divorced, 3 percent were widowed.

Of these married women, the largest percentage, 26 percent, had been married between six and ten years, while 19 percent had been married between one to five years, 15 percent had been married between sixteen to twenty years, and 13 percent had been married eleven to

fifteen years. These results are presented in Table 6.

Table 5

Marital Status of Workshop Respondents

| Status | Respondents |
|---|---|
| Married | 71.9% |
| Single | 16.2% |
| Separated | 4.8% |
| Divorced | 3.5% |
| Widowed | 3.0% |
| Annulled | .6% |
| Total | 100.0% |

Table 6

Workshop Respondent's Years Married

| Number of Years | Respondents | |
|---|---|---|
| 1-5 | 18.8% | 44.5% |
| 6-10 | 25.8% | |
| 11-15 | 12.5% | |
| 16-20 | 14.8% | |
| 21-25 | 5.5% | |
| 26-30 | 7.8% | |
| 31-35 | 8.6% | |
| 36-40 | 3.9% | |
| 41-45 | 2.3% | |
| Total | 100% | |

The average number of children was 2.86 and 54 percent of the respondents had school age children, 34 percent had children over twenty-one, 13 percent had children between one and five years old, but only 1 percent had children under one year of age.

One of the most significant findings concerned the respondents level of education. As Table 7 indicates, 72 percent had attended university, 36 percent had an undergraduate degree and 19 percent had obtained a graduate degree. Of the respondents who had not attended university, only 3 percent were educated at a technical or trade school, 6 percent had attended business or secretarial school, 7 percent had graduated from high school, 7 percent had attended high school but not graduated and 6 percent had a Grade IX education or lower.

Table 7

Educational Level of Workshop Respondents

| Educational Level | Respondents | |
|---|---|---|
| Grade 9 or lower | 6.1% | |
| High School - no graduation | 6.7% | |
| High School - graduation | 6.7% | |
| Business or Secretarial School | 5.5% | |
| Technical or Trade School | 3.0% | |
| University - no degree | 18.2%) | |
| University - degree | 35.8%) | 72.2% |
| University - degrees | 18.2%) | |
| Total | 100% | |

Seventy-five percent of the total household incomes were between $10,000 and $50,000, with 43 percent of the incomes in the $10,000 - $25,000 range. Twenty percent of the total household incomes were less than $10,000.

In terms of labour force participation the figures were significantly high. Forty-seven percent of the respondents were working full-time outside their home and 19 percent were doing part-time work, giving a female labour force participation rate of 66 percent compared to an average participation rate of 39.4 percent for Alberta women.[1] Thirty-eight percent of the respondents were in occupations that were classified as professional, 20 percent were in skilled occupations and 12 percent were in semi-professional occupations. It is interesting to note that 13 percent classified themselves as "volunteers", 4 percent were "retired" and one individual who had a one year old and a three year old, printed MOTHER ! !

Twenty-nine percent of the respondents had a monthly income of between $1,000.00 and $1,499 and although 38 percent of the respondents were classified as professional, only 6 percent reported a monthly income of over $2,000.00. The other monthly income figures were evenly distributed; 15 percent of the respondents earned under $499.00 per month, 15 percent had an income between $500.00 and $699.00, fifteen percent had a monthly income between $700.00 and $999.00 and another fifteen percent reported monthly incomes between $1,500.00 and $1,999.00.

Concerning racial origin, 93 percent of the respondents were white, 3 percent were native, 1 percent were black, 1 percent were oriental and 6 percent were East Indian or Pakistani.

The figures in Table 8 indicate that the media myth of "young activists" was not supported by the ages of the respondents, as 10 percent were over 56 years old and 50 percent of the respondents were between 26 and 40.

Table 8

Ages of Workshop Respondents

| Ages | Respondents | |
|---|---|---|
| 15-20 | 1.2% | |
| 21-25 | 7.5% | |
| 26-30 | 24.4% | |
| 31-35 | 16.2% | 55% |
| 36-40 | 14.4% | |
| 41-45 | 8.7% | |
| 46-50 | 8.7% | 26% |
| 51-55 | 8.7% | |
| Over 56 | 10.0% | |
| Total | 100% | |

In order to determine the type of organizations and groups the respondents belonged to, the participants were asked to list the groups they presently were associated with. The following figures were conservative because many of the respondents indicated that the organizations they belonged to were too numerous to list in the space provided or they designated other groups as "etc.. etc.. etc.." and therefore these associations could not be tabulated. In order to determine the type of group an individual belonged to it was also necessary to form general categories that distinguished the various groups. Thus, women's groups were designated as being totally female in their composition, while community groups were designated as

having a mixed membership. Although most of the religious groups were also women's groups, they were given a separate category in order to obtain a more specific profile.

Ninety-two percent of the respondents indicated that they presently belonged to a group or an organization and of these individuals, about 33 percent belonged to women's groups, 29 percent belonged to community groups, 19 percent had professional associations, 14 percent belonged to religious groups and 7 percent belonged to a political group. Within the last five years 66 percent of the respondents had belonged to other groups or organizations and of these individuals, 38 percent had previously belonged to women's groups and 28 percent had previously belonged to community groups.

One of the results of the worshops was a brief entitled Joint Initiatives - A Goal for Women and Government in Alberta which included a list of groups and organizations represented at the workshops and these listed groups were identical to the ones that the respondents noted on their questionnaires. They included organizations such as the Calgary Housewives Association, Toastmistress, and Hadassah Council, and the media myth of activists belonging to "leftist radical" groups does not appear to be supported by the organizations listed in the survey.

In order to determine if attendance at the provincial workshops was an unique event, the participants were asked to list any other workshops, courses or seminars which they had attended within the last two years, and this question also yielded a conservative

estimate because it was based on replies that indicated workshop attendance but designated it by such terms as "etc., etc.," and therefore could not be tabulated. The question on workshop courses and seminar attendance also made it necessary to arbitrarily distinguish between educational and recreational courses. It is significant that 84 percent of the respondents had attended other courses, seminars and workshops and a conservative estimate indicated that about 34 percent of these workshops were concerned with women, 24 percent were designated as educational courses and seminars, 18 percent were categorized as community workshops and 17 percent were professional seminars or courses.

In order to determine how active or passive the participants were regarding issues of concern, they were asked to indicate if they had written to an editor, their M.L.A. or M.P., or any other person of influence. The participants were also asked to indicate if they had participated in a consciousness-raising session, rally or a protest march. The term "consciousness-raising session" appeared to be interpreted in many different ways, as some of the respondents considered the provincial workshops as consciousness-raising while others appeared to adopt a more literal translation of the term.

However, it is significant that 58 percent of the respondents had written to a person of influence, 55 percent had been authors of a letter to the editor, 49 percent had written their M.L.A. and 40 percent had written their M.P.

In terms of active participation in issues, 26 percent of the

respondents indicated they had participated in a protest march, 30 percent had participated in a rally and approximately 48 percent had attended a consciousness-raising session, although as previously indicated there was some confusion about the meaning of this term.

When asked to rate their reaction to the workshop on a 1-5 scale, which ranged from a positive 1 to a negative 5, the general reaction of the respondents was highly positive, as 80 percent circled positive numbers 1 or 2, and only 5 percent circled the negative numbers of 4 and 5.

Space was provided on the profile survey for the participants to make comments and although it was difficult to classify these remarks, they tended to be divided between comments related to the organization of the workshops and remarks pertaining specifically to women. A typical comment relating to the workshop states:

> Please find a way to keep us informed and involved. Here I set, wondering how to achieve the involvement and level of knowledge that I felt in the workshop.

A typical comment concerning the status of women stated:

> I have great hope in the future when I see and listen to these well-informed young women articulate their position so effectively.

The external evaluation indicated that 94 percent of the informed individuals thought the Bureau faced major problems and

difficulties and these appeared to be in terms of public awareness, a low profile and the Bureau's methods of outreach. Problems of a political/administrative nature such as budget/staff and maintaining the status quo, were also perceived by the informed individuals. Results of the provincial survey showed that individuals who were concerned about the status of women in Alberta tended to be white, urban, well educated, middle class, married women who had three children in addition to working either part-time or full-time in the labour force. The next chapter will examine the Bureau by utilizing charts based on Rothman's models which were included in the interviews with the informed individuals.

## FOOTNOTE

[1]Women in the Labour Force (Edmonton), Alberta; Research Division, Department of Manpower and Labour, 1972, p. 3.

## CHAPTER VI

## APPLICATION OF ROTHMAN'S MODELS TO THE ALBERTA WOMEN'S BUREAU

An evaluation of informed individuals' perception of the Bureau in terms of models was carried out by asking each subject to check on a chart with a (1) the statements which she though most closely related to the Alberta Women's Bureau as it is structured at present and indicate with a (2) those categories that she thought the Bureau might or should be involved in in the future. The original charts were copies of the one outlined by Rothman in his article "Three Models of Community Organization Practice," (1972) but because several of the subjects were confused or unsure about the Rothman's terminology, it was necessary to revise the charts using more specific descriptions and lay language. Four subjects completed the original charts and nine subjects completed the revised charts, giving a combined total of thirteen charts, (Appendix XI - Revised Rothman Chart).

The main purpose of the charts was to record the subject's evaluation of the Bureau based on Rothman's models, but they were also useful in determining if each subject's interview statements were consistent with her recorded perceptions of the Bureau.

Model A, Model B and Model C as outlined in Rothman's chart summarize three orientation to community organization practice. Model A is designated as locality development and sees community change taking place through a "broad participation of a wide spectrum of people at

the local community level in goal determination and action."[1] Examples of locality development are the Peace Corps and community work in the adult education field.

Model B, which Rothman designates as the social planning approach, emphasizes rational planning as a method of solving such problems as housing and mental health. Model B, unlike Model A, which involves widespread community participation, may have a varied amount of public participation depending on how the problem is perceived by the community. City planners and various government bureaus and departments may be examples of the social planning approach.

Model C, which Rothman designates as the social action approach, is concerned with creating basic institutional change by organizing a disadvantaged segment of the population in order to "make adequate demands on the larger community for increased resources or treatment more in accordance with social justice or democracy."[2] Examples of the social action approach are some of the more radical organizations within the women's movement and black power groups.

In order to describe and compare each of the models, Rothman outlines twelve selected practice variables. These variables were revised because the first four subjects had difficulty relating them to the Bureau's operations and Rothman's tenth practice variable. "Conception of the public interest" was omitted in the revised list because it did not appear to be relevant to an analysis of the Bureau.

The revised list of practice variables reads as follows:

1. Bureau's Main Goal
2. Bureau's Strategies
3. Bureau's Tactics
4. Bureau's Role
5. Bureau's Activities
6. Bureau's Area
7. Bureau's Perception of the Community
8. Bureau's Attitude Toward the Power Structure
9. Women's Issues as Viewed by the Bureau
10. Clients as Viewed by the Bureau
11. Client's Role as Viewed by the Bureau

Referring to the first practice variable, Rothman's terminology was revised in the following manner:

1. Bureau's Main Goal

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Self-help; community capacity and integration | Problem solving with regard to substantive community problems | Shifting of power relationships and resources; basic institutional change |
| Revised Definition | Self-help | Problem solving with regard to community problems | Basic institutional change |

In the process of checking the statements which related most closely to the Alberta Women's Bureau at present and those categories which the

Bureau might or should be involved in in the future, several of the subjects perceived more than one category as being applicable or found no relationship between a stated category and the Bureau and as a result the figures that indicate present and future perception of the Bureau do not always correspond with the thirteen completed charts.

The results of the subject's perception of the Bureau's main goal were as follows:

| | Subject's Response | |
|---|---|---|
| | Bureau's Present Goal | Bureau's Future Goal |
| Model A . . . . . | 3 | 4 |
| Model B . . . . . | - | 10 |
| Model C . . . . . | - | 4 |
| Total | 3 | 18 |

The most significant results in terms of this variable were the figures that indicated a substantial number of subjects did not perceive the Bureau's present goals in terms of any of the models.

The majority of subjects perceived the Bureau as ideally having goals related to the social planning model in the future. This emphasis on social planning goals is consistent with the interview results in which 81 percent of the subjects considered the collection and dissemination of information as being the Bureau's most important duty and this duty falls within the social planning goal category.

Referring to the second practice variable, which deals with the Bureau's strategies, Rothman's terminology was revised in the following manner:

2. Bureau's Strategies

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Broad cross section of people involved in determining and solving their own problems | Fact gathering about problems and decisions on the most rational course of action | Crystallization of issues and organization of people to take action against enemy targets |
| Revised Definition | Broad cross section of people involved in determining and solving their own problems | Fact gathering about problems and decisions on the most rational course of action | Crystallization of issues and organization of people to take action |

The results of the subjects perception of the Bureau's Strategies were as follows:

| | Subject's Response | |
|---|---|---|
| | Bureau's Present Strategies | Bureau's Future Strategies |
| MODEL A . . . . . | 3 | 3 |
| MODEL B . . . . . | 2 | 8 |
| MODEL C . . . . . | - | 5 |
| Total | 5 | 16 |

This variable demonstrates a relatively low perception of the Bureau's strategies which might be related to any of the models except A and B at the present time. The largest number of subjects considered that in the future the Bureau should be involved in fact gathering and making decisions on the most rational course of action. These are

strategies that are consistent with the goals of social planning and Model B. The relatively high figure for Model C, organizing people to take action and crystallization of issues, does not appear to be consistent with the interviews in which 100 percent of the subjects did not perceive organizing women to take action as one of the Bureau's methods of operation, and strongly expressed this viewpoint by such statements as "Certainly not this!" and "No - I don't see this as their place at all."

The third practice variable concerned the Bureau's tactics and the revisions were as follows:

3. Bureau's Tactics

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Consensus: communication among community groups and interests: group discussion | Consensus or conflict | Conflict or contest; confrontation, direct action, negotiation |
| Revised Definition | Consensus: communication among groups; group discussion | Consensus or conflict | Conflict or contest: confrontation, direct action, negotiaton |

The results of the subjects perception of the Bureau tactics were as follows:

| | Subject's Response | |
|---|---|---|
| | Bureau's Present Tactics | Bureau's Future Tactics |
| MODEL A . . . . . | 4 | 8 |
| MODEL B . . . . . | 1 | 1 |
| MODEL C . . . . . | - | - |
| Total | 5 | 9 |

It is significant that the Bureau's present tactics were not perceived by the majority of subjects as pertaining to any of the models. A significant number of subjects rejected the social planning model which involved the possibility of conflict and favoured the locality development model which stresses consensus. This shift from Model B to Model A demonstrates Rothman's observation that:

> Practice in any of these orientations may require techniques and approaches that are solvent in other orientations. . . social planners may decide that the most effective way of solving the problem of resistant attitudes toward family planning is through wide discussion and participation in developing a community program (Models B and A). (1972: 476).

This emphasis on consensus and communication among groups is constant with the interview results in which 87 percent of the subjects thought that some form of fact gathering/information service should be the Bureau's chief function and made such statements as "It should be concerned with out-reach programs - going out to the people throughout the province" and "It should have an intimate knowledge of services and be able to provide accurate referral."

The revised terminology for the fourth practice variable reads as follows:

4. Bureau's Role

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Enabler-catalyst, co-ordinator; teacher or problem solving skills and ethical values | Fact gatherer and analyst, program implementer, facilitator | Activist-advocate agitator, broker, negotiator, partisan |
| Revised Definition | Co-ordinator | Fact gatherer and analyst, program implementer | Activist-advocate-agitator, negotiator |

Results of the subjects perception of this variable were:

| | Subject's Response | |
|---|---|---|
| | Present Role | Future Role |
| MODEL A . . . . . | 4 | 8 |
| MODEL B . . . . . | 1 | 10 |
| MODEL C . . . . . | 1 | 2 |
| Total | 6 | 20 |

The perception of the Bureau's future role is consistent with the response to the strategy responses and the interview results in which 43 percent of the subjects thought the Bureau should be fact gathering and providing information which relates to Model B and 40 percent of the subjects thought the Bureau should be involved in referral which could be considered as carrying out a co-ordinating role and relates to Model A. A typical comment concerning this aspect of the Bureau's role was "Definitely collecting and compiling information and making it known - the mandate spells out what it should be doing." There was a relatively low perception of the Bureau's present role as it related to any of the models but the majority of the subjects favored Model A.

Revision for the fifth practice variable, the Bureau's activities were as follows:

5. Bureau's Activities

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Manipulation of small task oriented groups | Manipulation of formal organizations and of data | Manipulation of mass organizations and political processes |
| Revised Definition | Dealing with small task oriented groups | Dealing with formal organization and data | Dealing with mass organizations and political processes |

Results of the subjects perception of the Bureau's activities were:

| | Subject's Response | |
|---|---|---|
| | Bureau's Present Activities | Bureau's Future Activities |
| MODEL A . . . . . | 3 | 6 |
| MODEL B . . . . . | 5 | 7 |
| MODEL C . . . . . | - | 3 |
| Total | 8 | 16 |

This was the first variable in which Model B was pereceived by a slight majority of the subjects to be consistent with the Bureau's present role. In contrast to the perceived Model B, Bureau's main goal, the subjects were almost equally divided between Models A and B in their perception of the Bureau's future activities and these findings are consistent with the interview responses in which 16 percent of the subjects considered the Bureau's main activity as working with small groups, 16 percent saw the compiling of data as being important and 22 percent considered working with formal organizations as the Bureau's chief activity and only 5 percent saw the Bureau working with national organizations. Concerning the Bureau's activities typical comments were: "Am sure the Director spends a lot of her time speaking to small groups and formal organizations" or "This would be in the form of speaking engagements." Referring to the compiling of data, one of the subjects note, "They must do some work here in order to publish."

The sixth practice variable is concerned with the Bureau's area and the revisions were of a minor nature.

6. Bureau's Areas

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Total geographic community | Total community or community segment (including "functional" community) | Community segment |
| Revised Definition | Total geographic community | Total community or community segment | Community segment |

Subjects perception of the Bureau's area were:

| | Subject's Response | |
|---|---|---|
| | Bureau's Present Area | Bureau's Future Area |
| MODEL A . . . . . | 4 | 10 |
| MODEL B . . . . . | 2 | 4 |
| MODEL C . . . . . | 2 | 1 |
| Total | 8 | 15 |

In the future, a significant number of subjects considered the locality development model which emphasizes the participation of all groups in the community regardless of sex, age, color, creed or socio-economic background. The social planning model which could be concerned with either the total geographic community or a segment of it, was given a relatively low score. In terms of the Bureau's present area, a relatively small proportion of the subjects perceived any of the models relating to the Bureau's area at present, but Model A was perceived as more relevant than either Models B or C.

While it is to be hoped that in the future the Bureau's area will

include the total geographic community, this does not appear to be the situation at the present time. Referring to Chapter V ( pp. 59-60) which is concerned with awareness among women and awareness among members of organizations, the results indicate that only a special select group of women are aware of the Bureau and typical comments were "I know of women that have never heard of it" and "Awareness could be found among women who function in a decision-making capacity." Another indication of the Bureau serving a limited area is indicated by the eight out of ten phone calls it receives from the Edmonton area, while calls from the rest of the province are minimal.

The seventh variable is concerned with the Bureau's perception of the community and the revisions were:

7. Bureau's Perception of the Community

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Community eclipsed, anomie; lack of relationships and democratic problem solving capacities; static traditional community | Substantive social problems; mental and physical health, housing, recreation | Disadvantaged populations, social injustice, deprivation, inequality |
| Revised Definition | Static traditional community | Contains substantive social problems | Disadvantaged populations, social injustice, inequality |

The respondents saw the Bureau's perception of the community as:

| | Subjects Response | |
|---|---|---|
| | Bureau's Present Perception | Bureau's Future Perception |
| MODEL A . . . . . | 5 | 1 |
| MODEL B . . . . . | 3 | 7 |
| MODEL C . . . . . | - | 5 |
| Total | 8 | 13 |

The subjects perceived the Bureau at present as tending to favour Model A and the future perception of the community indicated a more activist orientation in terms of the Bureau recognizing inequality (Model C) as well as social problems (Model B). A typical comment that reflected a future change in this variable was: "I think the Bureau must present a more positive image. It should provide leadership in changing the status of women; it should be involved in research and information gathering; it should work with other agencies and organizations. There is a strong need in the province for the government to take an active role in co-operation with the private sector."

The eighth variable pertained to the Bureau's attitude toward the power structure and there were no revisions made. The definitions were:

8. Bureau's Attitude Toward Power Structure

| MODEL A | MODEL B | MODEL C |
|---|---|---|
| Members of power structure as collaborators in a common venture | Power structure as employers and sponsors | Power structure as external target of action: oppressors to be coerced or overturned |

The results of this variable were as follows:

| | Subjects Response | |
|---|---|---|
| | Bureau's Present Attitude Toward Power Structure | Bureau's Future Attitude Toward Power Structure |
| MODEL A . . . . . | 2 | 5 |
| MODEL B . . . . . | 7 | 2 |
| MODEL C . . . . . | 1 | 1 |
| Total | 10 | 8 |

This was the first category in which a majority of the subjects perceived the Bureau's present role in terms of Model B. The largest number of subjects perceived the Bureau as collaborators rather than employers or sponsors and the following remarks indicate this as a future goal for the Bureau: "If the Bureau was to expand, it should act as a guide to women gaining their rights and also provide an awareness within government of the problems."

"The Bureau is not there to serve the Minister, but to serve the women."

The ninth variable is concerned with women's issues as viewed by the Bureau and the revisions were as follows:

9. Women's Issues as Viewed by the Bureau

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Rothman's Definition | Common interests or reconcilable differences | Interests reconcilable or in conflict | Conflicting interests which are not easily reconcilable; scarce resources |
| Revised Definition | Common issues or reconcilable differences | Issues reconcilable or in conflit | Conflicting issues which are not easily reconcilable; scarce resources |

The results were as follows:

Subjects Response

| | Bureau's Present Viewpoint Re: Women's Issues | Bureau's Future Viewpoint Re: Women's Issues |
|---|---|---|
| MODEL A . . . . . | 4 | 5 |
| MODEL B . . . . . | - | 7 |
| MODEL C . . . . . | 3 | 3 |
| Total | 7 | 15 |

The subjects perceived the Bureau's view regarding women's issues at the present time to be equally divided between Models A and C. There did not seem to be a clear consensus on whether in the future the Bureau would tend to favor either Models A or B.

The Director of the Bureau was perceived by several of the subjects as reflecting the Bureau's attitude to women's issues and their remarks were critical.

> I think it takes fortitude to take a stand on women's issues, but the present Director cannot perceive the issues. If she could and she was also prepared to take a stand on them then a lot could be done.
>
> I think it is expedient in politics to choose your bureaucrats in terms of those that conform rather than the visionary individual who is perceptive and concerned. I think the last two Directors have been deliberately chosen with this bureaucratic criteria in mind.

The tenth variable was concerned with the clients as viewed by the Bureau and the only revision in the variable was the wording used in Model C which was changed to read "passive recipients" rather than "victims."

10. Clients as Viewed by the Bureau

| | MODEL A | MODEL B | MODEL C |
|---|---|---|---|
| Revised Definition | Citizens | Consumers | Passive Recipients |

The results of this variable were as follows:

| | Subjects Response | |
|---|---|---|
| | Bureau's Present View of Clients | Bureau's Future View of Clients |
| MODEL A . . . . . | 4 | 8 |
| MODEL B . . . . . | 1 | 2 |
| MODEL C . . . . . | 3 | 2 |
| Total | 8 | 12 |

At the present time, there appears to be no consensus as to whether the Bureau views its clients as either citizens or passive recipients, but most of the subjects indicated that in the future they would prefer to be viewed as citizens.

The final variable is concerned with the role of the clients as viewed by the Bureau, and there were no revisions made to Rothman's definition which read:

11. Client's Role as Viewed by the Bureau

| MODEL A | MODEL B | MODEL C |
|---|---|---|
| Participants in interactional problem solving process | Consumers or recipients | Employers, constituents, members |

The results of this variable were:

Subject's Response

| | Client's Role as Viewed by Bureau at Present | Client's Role as Viewed by Bureau in Future |
|---|---|---|
| MODEL A . . . . . | 1 | 9 |
| MODEL B . . . . . | 3 | 1 |
| MODEL C . . . . . | 3 | 2 |
| Total | 7 | 12 |

The Bureau's present view of its clients' role is perceived by an equal number of subjects to be either that of consumers or employers. In the future a significant number of subjects would prefer to have the Bureau view its clients as participants in an interactional problem solving process.

Most of the comments pertaining to the future role of the Bureau envisioned it working in conjunction with an Advisory Council or a similar structure and the underlying assumption appeared to be one of joint co-operation.

> I see an Advisory Council picking up what an information bureau cannot do - that is providing a focal point and an overview of the problem.
>
> I think the Bureau could function better if it had an Advisory Council which brought the concerns of women to the Bureau.

The subjects perceptions of the Bureau after they were recorded on the charts, were consistent with their interview statements except in the case of the second variable which pertained to the Bureau's strategies. Five subjects thought the Bureau should crystallize issues and organize people to take action, whereas in the interview statements, there was 100 percent agreement that the Bureau's role was not

to organize people to take action. A possible explanation for this apparent discrepancy might be that several subjects stated that although the Bureau did not directly organize women to take action, the Bureau might promote indirect action through an awareness created by their publications and programs. For example, telegrams to various government officials which protested government inaction on women's rights were sent by over two hundred individuals who participated in Women's Action Day which was held in Edmonton last October. Although it is difficult to ascertain, the awareness and knowledge created by various International Women's Year Programs, which were sponsored by both the provincial and federal governments, may have been significant factors in this protest action.

When the results of the interview charts were compiled the figures in Table 9 indicated that the majority of subjects perceived either Model A or B to be most relevant to the Bureau at the present time. The subjects also perceived Models A and B to be most relevant in the future with a significant number of subjects viewing Model A as being more relevant to the Bureau's present and future operations.

Table 9

Subject's Perception of Rothman's Models

| | Present Subjects Response | % | Future Subjects Response | % |
|---|---|---|---|---|
| MODEL A | 32 | 46% | 67 | 44% |
| MODEL B | 25 | 36% | 59 | 38% |
| MODEL C | 13 | 18% | 27 | 18% |
| Totals | 70 | 100% | 153 | 100% |

The charts based on Rothman's three models indicated that the subjects recorded perceptions of the Bureau were consistent with their interviewed statements except in the areas of social action. Only 31 percent of the informed individuals considered any of the models relevant to the Bureau's present operations and Model A was perceived as being 10 percent more relevant than Model B. Models A and B were perceived as being relevant to the Bureau's future operations, with 44 percent of the subjects favoring Model A and 38 percent favoring Model B. The conclusions drawn from the internal and external evaluations will be discussed in the next chapter.

FOOTNOTES

[1]Rothman, Jack. "Three Models of Community Organization Practice." In Creating Social Change, edited by Gerald Zaltman, Philip Kolter and Ira Kaufman. New York: Rinehart and Winston, Inc., 1972, p. 474.

[2]Ibid., p. 476.

# CHAPTER VII

## SUMMARY OF THE STUDY

When the Royal Commission on the Status of Women examined the status of women in Canada, they found factual evidence of inequality and observed that this inequality was perpetuated by strong traditions and myths. As a result of their findings, the Commission made 122 recommendations for federal implementation and 49 that pertained to the provinces in order to achieve the necessary social changes. One of the most important provincial recommendations was concerned with the establishment of a bureau or agency which would be concerned with the status of women and would have sufficient authority and funds to make its work effective. (Status of Women, 1970: 418).

The purpose of this analysis was to examine the question, "As a government agency for promoting social change, how effective is the Alberta Women's Bureau?" Questionnaires and charts based on community development concepts and models were utilized in both the internal and external evaluation of the Bureau and from these evaluation procedures, a general summary of the Bureau's objectives, methods and problems will be drawn in this chapter.

### Objectives

A difference in perception between the individuals who are or were involved in the operation of the Bureau and the interviewed informed individuals was apparent in terms of the Bureau's objectives. The

Minister who established the Bureau and 81 percent of the informed individuals considered duties (a) and (b) which were summarized as:

(a) collecting and compiling information

(b) making this information known

as being the most important items both at the present time and also five years ago. Duty (c) which was summarized as:

(c) providing other services designated by the Minister was considered an equally important item both at the present time and five years ago by all the individuals involved in the Bureau's administration. None of the informed individuals thought that duty (c) had been important five years ago and only 19 percent of these individuals were aware that this internal duty now involves about one-quarter of the Director's time. Their remarks pertaining to it expressed reservations and concern; typical comments were" "It bothers me as it is such a general broad statement. The Bureau is there to serve the women - not the Minister!"

Another difference between the responses of the involved individuals and the informed individuals concerned the acceptability of the Bureau's duties. When asked if women who were aware of the Bureau found its duties acceptable, 64 percent of the informed individuals said these women did not find the duties acceptable but this viewpoint was not held by any of the involved individuals, none of whom recognized negative public opinion. The results related to the acceptability of the Bureau's duties are shown in Table 10.

Table 10

Acceptability of Bureau's Duties

| | Subject's Response | |
|---|---|---|
| | Involved Individuals | Informed Individuals |
| Not aceeptable | | 64% |
| Neutral | 60% | 28% |
| Acceptable | 40% | 8% |
| Total | 100% | 100% |

It is significant that 60 percent of the involved individuals expressed neutrality about the Bureau's duties yet only 28 percent of the informed individuals held a similar opinion. Forty percent of the involved individuals thought that women who were aware of the Bureau would find its duties acceptable but only 8 percent of the informed individuals indicated acceptability.

It is interesting to note that of the informed individuals, most of those with a rural background gave responses that indicated neutral acceptance of the Bureau's duties, whereas the majority of urban individuals were critical of the methods by which the Bureau carries out its duties. Considering the contact that rural women have had with the Bureau, starting back in the late twenties with the Rural Women Homemakers and presently maintained to a limited degree through the District Home Economists, one might expect a more positive acceptance of the Bureau's duties. It is significant that although rural women

adopted a more neutral attitude than urban women, their responses were not positive despite a long-standing association with the Bureau.

In addition to assessing the importance and acceptability of the Bureau's duties or objectives, the evaluation was also concerned with determining awareness of the Bureau.. Since general public knowledge of the Bureau's existence did not seem to be very apparent at the International Women's Year display booths and a recent survey estimated that only 13 percent of Albertans were aware of the Bureau, the evaluation was limited to assessing awareness in terms of women and women's groups, inter-governmental and non-governmental agencies. The informed individuals thought that select individuals and certain groups and organizations would be aware of the Bureau but the general public and most grass roots members of women's organizations would probably not be aware of it.

The present Director estimated that the Bureau refers to other deaprtments about four times a month but the results of the International Women's Year Report indicate that there was minimal inter-government communication and co-ordination pertaining to issues such as matrimonial support and property, day-care, education and human rights. Although the first Director said there was good communication between the Bureau and other agencies, this does not appear to be the case at the present time. The former Director said there was little contact with other agencies and the Bureau's secretary noted that non-governmental referrals are limited to Legal Aid.

Compared to the Bureaus in British Columbia, Manitoba and Ontario,

the Alberta Bureau has about the same number of requests for information as the other bureaus with the exception of Manitoba which has an information request rate which is four times greater. Unlike the other Bureaus which are primarily concerned with women in the labour force and have a restricted client group, the Alberta Bureau has a broad mandate which includes all the women of the province, yet the number of requests for information does not reflect a larger client group.

Although referral to other government departments is assumed to be more frequent in the Alberta Bureau it does not appear to take place at the decision-making level as is the case in Manitoba and Ontario. Alberta has the only women's bureau which is not augmented by additional sex-specialized structures; the British Columbia Bureau is augmented by the Women's Economic Rights Branch in the Department of Economic Development and in Manitoba there is a Cabinet Committee on Equal Opportunity which is chaired by the Premier and consists of cabinet ministers from relevant departments. Ontario has a co-ordinator of Women's Programs and ministerial Women's Advisers as well as a Women's Crown Employees Office within the Ministry of Labour.

Seventy three percent of the informed individuals and the Minister who established the Bureau thought it should be expanded in order to carry out its objectives. Their comments indicated that they thought this "beefed-up Bureau" could be brought about through either an increased budget and staff and/or augmenting the Bureau with another structure such as an Advisory Council similar to either the Federal or Ontario Advisory Councils, both of which were formed in 1973 and advise

their respective governments on matters pertaining to the status of women.

Twenty-seven percent of the informed individuals thought the Bureau should be replaced and proposed a variety of structures within government such as an Information Centre or a Women's Division within the Human Rights Commission, and a similar viewpoint was expressed by both the first Director and the second Director who said they would like to see the present Bureau discontinued and its duties assumed by the appropriate government departments. However, the government organization chart, (refer to Appendix VIII) indicates that if the appropriate government departments were to assume the Bureau's duties, a lack of co-ordination and de-centralized decision-making would continue to prevail.

## Methods

An apparent change in the main clients of the Alberta Women's Bureau was one of the most significant findings in terms of evaluating the Bureau's methods. The original 1928 Bureau appears to have established a grass roots rural clientele by utilizing the Rural Women Homemakers and later the Home Economist's Extension Service, but because the concerns of women encompassed such a broad area and there were limits to the role being carried out by the District Home Economists, the Minister who established the 1966 Bureau envisioned a Bureau that would serve all the women of the province. The first Director said there was an equal representation of organizations and individuals during the six years she was in charge of the Bureau, but both the second Director and the present Director consider the Bureau's main client group to be indi-

viduals. The Bureau's secretary noted that about half the phone calls she receives are related to individual legal problems and eight out of ten calls originate in Edmonton.

There appeared to be a marked difference in opinion as to what the Bureau's main function actually was. The subjects that were involved in the operation of the Bureau considered the promotion of self-help and the publishing of data and information to be equally important, but according to Table 3 (page 63), 43 percent of the informed individuals considered fact gathering and publishing information should be the Bureau's chief function, another 40 percent thought that the Bureau was mainly involved in referral and only 17 percent indicated that helping women determine and solve their own problems was the Bureau's main function.[1] According to the Rothman charts, (page 90) the informed individuals indicated that the Bureau should assume a fact gathering/coordinating role and yet the present Bureau appears to be geared to providing an individual referral service.

It is significant that the informed individuals did not perceive "individuals" as the most typical or common client group and compared to the Bureaus in British Columbia, Manitoba and Ontario, Alberta is the only one that designated "individuals" as being the Bureau's main clients. The other Bureau's listed clients which ranged from individuals to large and small groups and organizations and the Director of the Ontario Bureau stated that because of this wide range, there was no typical client group that she could identify.

A client group that does not appear to have been considered as such by the Bureau and yet holds potential for effecting social change

are the women who are actively concerned about the status of women in Alberta. The results of the profile survey indicated that these women were white, urban, middle class, well educated, married women who have an average of three school-age children and work in the labour force either full or part-time. They belonged to at least two organizations and these were usually a traditional women's group such as the YWCA, a church group or a mixed group which was either community or professionally based. These women were activists in the sense that over half of them had written to their MLA's, their MP's or the editor of a newspaper, 26 percent had participated in a protest march and 30 percent had participated in a rally but they do not appear to conform to the current media myth of militant radicals. It is significant that this group of educated and involved women reached the same conclusions as the informed individuals did in terms of the Bureau's operation and that is that the Bureau "is unlikely to make much impact either within government or with the women of Alberta. It has become, and perhaps always was, merely a referral and information service for women with specific problems."[2]

One of the most significant findings which related to the methods utilized by the Alberta Women's Bureau was the total agreement of both the involved and the informed individuals that the Bureau's main function was not to organize women to the action. Although this was the only variable on the Rothman charts that did not match the interview results, (refer to page 88), one possible explanation for the five individuals who perceived the crystallization of issues and the organization of people as a future strategy for the Bureau might be that

these individuals considered programs such as the International Women's Year program as a method through which the Bureau could indirectly promote organization and action.

In comparing the main functions of the Bureaus in British Columbia, Manitoba and Ontario with the Alberta Bureau, it is interesting to note that the British Columbia Bureau's main function appears to be directly related to the labour force through the training and employment of women, while the Manitoba Bureau emphasizes an advisory/counselling/consulting function and the Ontario Bureau has five separate program areas in the fields of affirmative action, research, advisory services, special outreach programs and establishment of a resource centre, whereas the Alberta Bureau indicated their chief function was to help women and women's groups solve their own problems and to gather and publish data and information. Although all the Bureaus are involved in media publicity and publish various brochures, pamphlets and booklets and have established career development programs, only the Ontario and Manitoba Bureaus are engaged in research at the present time. All of the Bureaus, except Alberta, have or are planning a resource centre.

The emphasis the informed individuals placed on a fact-gathering/information function for the Bureau is consistent with their perception of the Bureau's main objectives which involved both the collecting and compiling of information and making this information known.

Although 87 percent of the informed individuals thought that such a fact gathering/information service should be the Bureau's chief function, it is apparent from the International Women's Year Report that the communication-information channels that were established between the

private and public sectors during International Women's Year were temporary and at the present time there is no specific mechanism through which liaison with the government can be effectively established and maintained.

## Problems

Ninety-four percent of the informed individuals thought the Alberta Women's Bureau had major problems and although 27 percent of the informed individuals did not think the Bureau would be able to overcome its problems, the remaining 73 percent thought that by utilizing a variety of methods such as an increased budget, effective and capable leadership, better public relations and increased accessability, the Bureau would be able to function more effectively.

The directors of the British Columbia, Manitoba and Ontario Bureaus all indicated problems of an economic nature and yet only two of the involved individuals thought the Alberta Bureau was faced with any major difficulties or problems. They were the Minister responsible for the establishment of the Bureau, who noted that it was being regarded as a "step-child" and the first Director who perceived problems in both the political/administrative and the budget/staff areas. Both the second Director and the present Director said they had encountered no major problems and the Minister who is presently responsible for the Bureau did not indicate problem areas on the questionnaire she completed.

However, major problems of a political/administrative nature were perceived by 88 percent of the informed individuals. Both the first Director and over half of the informed individuals specifically mentioned the lack of government channels as being a major administrative

problem. The isolation of the Bureau in terms of bureaucratic structure was also perceived as a problem in the International Women's Year report and this was illustrated by the government organization chart. (Appendix VIII).

Unlike the other provincial women's bureaus, the Alberta Bureau, because of its mandate, is not found within a department or ministry of labour and while its clientele may be broader, its effectiveness within the government bureaucracy is reduced by having no permanent and specific department to work through. Summarizing this situation one of the informed individuals commented:

> The Bureau sits alone, an isolated entity. The bureaucratic structure likes departments; the lines of communications flow through them and not being part of one puts the Bureau at a disadvantage.

About half the comments mentioned "not rocking the boat" as a method whereby the Bureau maintained the status quo within the bureaucracy.

Problems pertaining to budget/staff are also related to the political/administrative category and it is interesting to note that although 1975-76 saw a budget increase of approximately $30,000 for the International Women's Year program which also resulted in a temporary staff increase of 1.5, the Bureau's 1976-77 budget of $76,363 shows a decrease of 13.2 percent and is well within the inflationary guidelines. The present staff which consists of a full-time Director and a secretary, has been increased for the first time in ten years by adding a part-time research assistant.

Compared to the other bureaus, Alberta and British Columbia have

equally small staffs. Manitoba has a staff of 5.5 and Ontario has a staff of 12. When the annual budgets are compared on a per capita/female basis, both Ontario and Alberta spend approximately 8 cents per provincial female while Manitoba spends 24 cents or three times as much per female. (Figures were not available for British Columbia). In comparing the four provincial bureaus in terms of budget/staff it should be noted that all of the other bureaus, except Alberta, are augmented by additional sex-specialized structures. (Refer to Appendix IV).

Although about half of the informed individuals and the Bureau's first Director thought the Bureau had problems in this area, the Bureau's present Director did not mention them and the second Director stated she did not find the budget constraining and often was looking for ways to utilize it.

Forty-seven percent of the informed individuals perceived problems related to the Bureau's programs and projects. Typical comments were concerned with the Bureau's low profile, its poor and inadequate public relations and its lack of outreach. The International Women's Year Report noted that there were not specific mechanisms through which liaison with the government could be effectively established and maintained and therefore the information sharing with the public that occurred during Intarnational Women's Year was not complemented by any change in government organization to accommodate any possible effects of increased interest and awareness.

A significant difference in perception between the individuals who are or were involved in the Bureau's administration and the informed individuals was apparent in terms of the Bureau's

1. Objectives

   Only 8 percent of the informed individuals considered that women who were aware of the Bureau found its duties acceptable, whereas 40 percent of the involved individuals thought these duties would be acceptable. The informed individuals did not consider the internal duties to be an important item but the involved individuals considered internal duties as important as collecting and disseminating information.

2. Methods

   Eighty percent of the informed individuals thought a fact gathering/information service should be the Bureau's chief function but at the present time the Bureau appears to be operating as a referral service for individual clients.

3. Problems

   Although the individuals presently involved in the Bureau's administration did not perceive major problems, 88 percent of the informed individuals thought the Bureau had problems of a political/administrative nature such as bureaucratic isolation, budget and staff. Liaison between the public and the Bureau was also another problem area that concerned the informed individuals.

The next chapter will examine the implications of these findings.

## FOOTNOTES

[1]The Ontario Women's Bureau appears to have minimized this functional confusion by publishing a pamphlet The Ontario Women's Bureau: What, Why, How which specifically outlines for the public what the Bureau is and what it does.

[2]Alberta Status of Women Action Committee, Joint Initiatives - A Goal for Women and Government in Alberta. (A Submission to the Executive Council of the Province of Alberta, 1976) p. 41.

## CHAPTER VIII

## CONCLUSIONS: IMPLICATIONS OF THE STUDY

On the basis of the preceding summary, it is apparent that the present Women's Bureau is very limited in its effectiveness as an agency for social change. The cause of the Bureau's ineffectiveness appears to be related to three main factors which are:

(1) a narrow interpretation of its mandate.

(2) a lack of power and channels within the bureaucracy.

(3) limited liaison and citizen input.

The present Bureau's narrow interpretation of its duties or mandate is indicated by several changes which took place after the Progressive Conservatives came into power in 1972. Since that time, there has been a change in the Bureau's priorities, a change in the Bureau's main clients and also change in the method of distributing publications.

The results of the evaluation indicate that the internal duties of the Bureau have assumed a priority that was not intended when the Bureau was formed ten years ago. The Minister who initiated the Bureau considered both the collection and dissemination of information to be equally important duties, but both the present Director and the Minister who is currently responsible for the Bureau, have stated that as well as the collection and dissemination of information, the present Bureau is equally concerned with providing other services which are designated

by the Minister. The present Director estimates that she spends about twenty-five percent of her time on the internal duties of the Bureau and has stated:

> The duties, while confidential, take up a considerable amount of time in research, etc.

In response to an interview question which summarized the duties of the Bureau as they are outlined in Section 5 of the Alberta Women's Bureau Act, and asked which one was the most important, the Minister who is responsible for the Bureau wrote on her questionnaire:

> I believe each duty is important in its own right. As the Director meets each demand or performs each task it will undoubtedly be "the most important" at that particular time. It would not occur to me personally to assign greater importance to one of the three duties over the other two.

There was 100 percent agreement among the informed individuals that internal duties were not important five years ago and although only 19 percent of these individuals considered internal duties to be the most important item at the present time; they uniformly expressed reservations and concern that these duties had assumed a priority. Typical comments indicated that the purpose of the Bureau was to serve the women of the province and not carry out housekeeping duties for the Minister.

Another indication of an increasingly narrow interpretation of the Bureau's mandate is a change in the clients who use the Bureau. Conclusions based on the evaluation indicate that the Bureau's main clients no longer include the groups and organizations mentioned by the first Director but at the present time are "individuals." It is also significant that the Bureau's main client group is almost totally from the

Edmonton region and appears to be using the Bureau as a referral agency for problems that tend to be of a marital/legal nature.

In order to distribute the Bureau's publications the first Director maintained an extensive mailing list, but at the present time these publications are available only through written and phoned requests. Considering the Bureau's mandate is:

> . . . to make such information, opinions and other material available to women, women's organizations and others. (Alberta Women's Bureau Act, 1970)

This present process would appear to curtail publication distribution and is further evidence of a narrow interpretation of the original mandate.

It has been noted that the other Bureaus in British Columbia, Manitoba and Ontario all operate without the benefit of a legislative mandate and this analysis recommends repealing the Alberta Women's Bureau Act because of the problems it presents in terms of interpretation. If the Act is repealed, there are alternatives available to facilitate the Royal Commission's goal of achieving equality by protecting and promoting the special interests of women. Prince Edward Island has a Minister Responsible for the Status of Women; New Brunswick has a Women's Desk within their Human Rights Commission; Quebec has a Conseil de Statut de la Femme which consists of members of the public, eight deputy ministers and a permanent staff of twenty-four; Ontario has a Women's Crown Employees Office, a Co-ordinator of Women's Programs, as well as women advisers in specified departments; Manitoba has a Cabinet Committee on Equal Opportunity and British Columbia has a Women's Economic Rights Branch. During the past year, Saskatchewan has replaced

its Bureau with a Women's Division and a Career Development Office and a Nova Scotia task force has proposed a Ministry of Women's Affairs.

The second major factor which contributes to the Bureau's ineffectiveness as an agency for social change is its lack of channels and power within the bureaucracy. The International Women's Year Report (1975) indicated that the Bureau's appendix-like organizational structure either curtails or eliminates concentrated action within government on issues of particular importance to women. This was also perceived as a major problem by the first Director who stated:

> I think the major problem was channeling--reporting problems and having no structure to do it through.

The government organization chart, (Appendix VIII) also indicates that the Bureau does not perform a co-ordinating function and the perceived isolation is a result of bureaucratic structure.

The present Director has noted on several occasions that the Bureau lacks power and when implementation of the provincial status of women recommendations is examined (refer to page 9), it is apparent that the Bureau is not a significant force in improving the status of Alberta women.

The analysis indicates that the present interpretation of the Alberta Bureau's legislative mandate has also resulted in a ghettoized structure by traditionally linking the Bureau with a woman cabinet minister. (Refer to page 31). Because the mandate does not assign the Bureau to a specific department, in the last ten years it has moved with two female cabinet ministers and as a result has been administered through a Minister Without Portfolio, the Solicitor-General, another

Minister Without Portfolio and the Minister of Social Services and Community Health. Therefore, the opportunity to establish and maintain the necessary bureaucratic channels have been limited and it is possible that the Bureau's low profile and prestige within the government is possibly another outcome of a "floating Bureau."

Although the informed individuals thought the Bureau's budget and staff presented problems, the Director of the Bureau and the Minister responsible for it did not appear to consider either budget or staff a major liability and their failure to recognize this and other significant problem areas is frequently indicated in the analysis. (Refer to pages 49-50).

The final, but perhaps most important factor limiting the present Bureau's effectiveness, is its lack of liaison with the public. Although the motivation for the establishment of the 1928 Bureau may be questionable, this early Bureau by utilizing grass roots contact with the women of the province through the Rural Women Homemakers, was assured of citizen input. During the 1940's and early fifties, the Home Economic Extension Service also provided liaison with rural women, but when the present Bureau was formed in 1966 it did not contain a formal mechanism through which contact with women, either rural or urban, could be established or maintained. The analysis indicates that the Bureau has become progressively more isolated and remote from the women it was designed to serve to the degree that the present Bureau's main clients are restricted to a particular area and a defined group.

As an example, it is significant that the Bureau's second Director

estimated awareness of the Bureau in terms of contact with the public, whereas the present Director gave her estimate in terms of the number of publications distributed. Several of the informed individuals noted that the present Bureau is also isolated in a physical sense as its location on the fourteenth floor in an office building in downtown Edmonton and its hours of operation appear to be a barrier in terms of easy accessibility.

According to the International Women's Year Report, liaison between the public and the Bureau was established in 1975 through the provincial and federal co-ordinators and the two federal field officers, but because this was a short term project, the liaison that was established was not maintained. The interest and support of the 300 local volunteers who staffed International Women's Year display and information booths throughout the province, indicate the potential for grass roots interest and involvement, but here again, the lack of permanent channels between the Bureau and the women it was designated to serve, is a major liability.

The Bureau's low profile is another limiting factor in establishing citizen input, for the Bureau cannot be of service to women if they do not know it exists. Since public awareness of the Bureau is "generously" estimated at 13 percent and the analysis indicated that only a select group of individuals and organizations are aware of the Bureau, the resulting citinzen input is limited in terms of both quantity and a restricted cross-section, the Bureau is not reaching Ms. Average Albertan and as a result contact with the Bureau is minimal.

In addition to the lack of public awareness, the analysis also indicated a need to clarify the Bureau's role. Since 43 percent of the informed individuals thought the Bureau's main activity was fact gathering and publishing information, 40 percent thought it was referral and only 17 percent were aware that the Bureau's main activity at the present time is helping individual women determine and solve their own problems, the analysis points to the need for a widely distributed pamphlet similar to the one published by the Ontario Women's Bureau, which clearly indicates what the Bureau is and outlines its activities.

Although 92 percent of the informed individuals thought that women who were aware of the Bureau did not find its duties acceptable, there was no overall consensus as to how the present Bureau might overcome its problems and difficulties. Seventy-three percent of the informed individuals and the Minister who initiated the Bureau thought that a "beefed-up" Bureau would be an acceptable solution. These individuals were reluctant to see the present structure replaced and thought that if the Bureau had an increased budget and staff and was augmented by another structure which would ensure citizen input, such as an Advisory Council, the Bureau could become an effective agency.

This viewpoint was not held by 20 percent of the informed individuals and the first and second Directors of the Bureau. The Directors thought the present Bureau should be discontinued and appropriate government departments should assume the present Bureau's duties. The informed individuals thought the Bureau should be replaced by a totally new structure such as an Information Centre or Women's Division within the Human Rights Commission.

Similar conclusions about the future of the Women's Bureau were reached by the 264 participants in the four provincial Status of Women workshops. Although no figures were given, it was noted in the final report from these workshops that:

> . . . there was disagreement as to what should be recommended in the way of change regarding the Bureau. Some groups suggested increasing its staff and budget and perhaps opening branch offices to better provide the information/referral function presently associated with it. Several other groups strongly advocated its dissolution. It was considered obsolete because of its lack of power, funds, people and monitoring authority. These particular women did not want to bolster or patch up a structure that was perceived by Government and by women as a failure or a joke. A completely new structure was seen as providing a psychological advantage while allowing for absorption of personnel and budget from the present Bureau. (Joint Initiatives, 1976:47).

It is unlikely that either of these alternatives will be adopted as both the Minister who is presently responsible for the Bureau and its present Director do not forecast any future changes for it. During an oral question period that took place in the legislature on November 1, 1976, the present government's position was indicated by the following exchange:

> MR. CLARK: A further supplementary question to the Deputy Premier. Is the Deputy Premier in a position to indicate to us when the government plans to appoint the citizens' council on the status of women that was requested of the government in the Alberta Status of Women Action Committee brief?
>
> DR. HORNER: Perhaps I could refer that question to my colleague, the Minister of Social Services and Community Health.
>
> MISS HUNLEY: Mr. Speaker, this matter has been before us for some time, and we felt really that we were getting a good deal of input from many women's organizations. In discussions with the director of the Women's Bureau, we have felt that we have the opportunity for adequate consulation and no advisory council charged with that specific responsibility is necessary at this time.
>
> (Alberta Hansard, 1976:1768)

## Application of Rothman's Models to a Proposed Structure

A quotation in the New York Times from an article that was concerned with the art of assuming power illustrates the limitations of a "beefed-up Bureau" by stating:

> You can remodel a freighter, outfit it with new engines and a new captain, but it still won't fly the Atlantic. (Goodwin, 1976:56).

It is significant that within the last two years, two bureaus have been reorganized; the Federal Women's Bureau has been combined with the Rights in Employment Branch and the Saskatchewan Women's Bureau has been replaced by a Women's Division. However, alternatives which are based on reorganization or a "beefed-up" Bureau are not acceptable if the Bureau is to become an effective agency for social change because they do not ensure citizen input and channels and power within the bureaucracy.

In order to ensure a structure that would be effective as an agency for social change, various alternatives were studied by over two hundred participants who attended the four provincial Strategies for Change workshops and, as a result of their input, the Alberta Status of Women Action Committee in a submission to the provincial government (Joint Initiatives 1976:52-56) recommended that the government establish:

> . . . one, permanent, sex-specialized agency--a Women's Secretariat, which would absorb the existing Women's Bureau, initiate decentralization of Government outreach to women, and co-ordinate the auditing of policies and programs affecting women in all departments.

In order to determine if the proposed Women's Secretariat presents

a viable alternative to the present Women's Bureau, community development principles such as those outlined by Dunham (1960) or Olmosk's Seven Pure Strategies of Change (1972), could be applied to the structure to determine if it provides the necessary mechanisms to ensure social change. However, because Rothman's Three Models of Community Organization Practice (1972) have been used in the evaluation of the Alberta Bureau, it is logical to carry the analysis one step further and apply the results from the Rothman charts to the proposed Secretariat in order to determine if it is both functional and responsive to the needs of the women of Alberta. It is significant that the Rothman charts utilized in the evaluation indicate a future role as either a co-ordinator or a fact gathering/program implementor (Variable 4 refer to page 90) which is almost identical to the co-ordinating/consulting role proposed in Joint Initiatives. By appointing a Minister Responsible for the Status of Women who would work with a newly appointed Cabinet Committee on Equal Opportunity the government's direct involvement in endorsing and promoting equal opportunity at a powerful political level would be ensured. An ad hoc Secretariat composed of personnel drawn from the senior management level and the Executive Director of the Women's Secretariat would initiate proposals for consideration by the Cabinet Committee and co-ordinate the implementation of Cabinet recommendations at the departmental level. The Rothman charts also indicate that at the present time the Alberta Bureau views the power structure as employers or sponsors (Variable 8, refer to page 95) but in the future would prefer

to see the power structure as "collaborators in a common venture." If the proposed bureaucratic structural changes took place, "collaboration" between the Minister Responsible for the Status of Women, the Cabinet Committee on Equal Opportunity and the Executive Director of the Women's Secretariat, could be established and maintained.

Although these recommendations appear to present an administrative alternative to the existing Women's Bureau, the results of the analysis indicate that maximum citizen input must also be built into this proposed model in order to bring about social change. It has been noted that community development provided the necessary conceptual tools to carry out an analysis of the Alberta Women's Bureau and equally important is the fact that the community development process also provides the necessary mechanisms to ensure maximum citizen participation.

A majority of the informed individuals indicated on the charts that a social planning goal was desirable in the future (Variable 1, refer to page 86) and this is consistent with the proposals presented in Joint Initiatives (1976) which would have the government take a leading role in instituting policies, programs and structures to insure equality for Alberta women.

In order to achieve this social planning goal, the proposed Women's Secretariat, which would absorb the existing Women's Bureau, must employ methods or strategies that are consistent with the projected goal. The majority of informed individuals thought that a future structure should be involved in fact gathering and making decision on the

most rational course of action (Variable 2, refer to page 88). Joint Initiatives (1976:53) proposed that this could be achieved by conducting research and providing resources in those areas not covered by existing departmental services. As a result, the blueprint for a Women's Secretariat specifies a Director of Research and Resources who would oversee the work of two research officers and two special project officers.

Another mechanism to ensure the social planning goal is through the tactics which might be adopted by the Secretariat (Variable 3, refer to page 89). A majority of the informed individuals thought these should involve consensus, communication among groups and group discussion. (Refer to page 90). Joint Initiatives (1976:54-55) suggests that a Communication Co-ordinator should be on the staff of the Women's Secretariat in order to ensure that liaison is established and maintained between the Secretariat and the women of Alberta. This two-way communication would be provided through regional communication centres and one would assume that these centres could be located in existing or new women's centres, at the YWCA, community centres, day care centres, etc. Numerous channels such as newletters and weekly radio broadcasts, were proposed at the provincial workshops and it was apparent that the Communications Co-ordinator would play a vital role in any proposed structure.

The Secretariat's co-ordinating role (Variable 4, refer to page 90 ) within the bureaucracy has been previously outlined, but Joint Initiatives (1976:56-58) also proposes that this co-ordinating/communicating role could also be directed to the public through an Execu-

tive Secretary who would represent the Women's Secretariat on a newly-appointed citizens Council on the Status of Women.

This Council would be:

> . . . in our opinion, an accessible and clearly identifiable body of empathetic people well qualified to represent the interests of women in the private sector. This we see as truly a joint initiative since it would demand a commitment by Government to the principle of citizen participation, and a commitment by the concerned women of the province to contribute to and support the work of such a Council.

Another mechanism to ensure citizen input is the type of activity carried out by the Secretariat and in this area the informed individuals indicated on the Rothman charts that they saw these activities involving both small task oriented groups and formal organizations and data. (Variable 5, refer to page 91). Joint Initiatives (1976: 54) proposes that one of the staff members of the Women's Secretariat would be a Director of Field Operatives through which four community liaison officers could receive the Secretariat's support, co-ordination and resources. These community liaison officers would work throughout the province (Variable 6, refer to page 93), with both the small informal groups and the larger, more formal organizations within their community and they are not visualized as information officers or experts but:

> . . . people familiar with the citizens, concerns, and local resources in their respective areas. Rather than working out of a bureaucratic office isolated from the immediate community, we propose incorporating their role into regional communications centres where local individuals or groups could be encouraged, supported and trained to deal with the problems facing women in their own locale.

This would enable the clients to become participants in an interactional problem-solving process (Variable 11, refer to page 98) and

the Secretariat would perceive them as citizens rather than consumers. (Variable 10, refer to page 98). As a result, former perceptions of a static, traditional community (Variable 7, refer to page 94) would be changed because issues could be presented (Variable 9, refer to page 96) and the social problem could be perceived.

Keeping in mind that it is the liaison officers who are the key communication link with the Secretariat and provide the necessary feedback to the community, a blueprint for a Women's Secretariat would include a Field Director, a Director of Research and Resources, two research officers, two special projects officers, a Communications Co-ordinator and an Executive Secretary. The Executive Director would be responsible for this staff of twelve as well as the necessary secretarial support staff and would report to the Minister Responsible for the Status of Women. A Blueprint for a Women's Secretariat (Appendix XII) illustrates these recommendations which rely on the participation of concerned individuals at the local community level in determining goals and deciding upon a course of action. (Rothman's Model A).

If the proposals for bureaucratic change are also carried out, a social planning approach based on well informed experts to determine a course of action (Rothman's Model B) could be instituted and therefore the structure that has evolved from this analysis contains both Rothman's Model A and B approaches to community organization. This structure is consistent with the perceptions of the informed individuals, since 44 percent of these individuals thought Model A would be most relevant to a future structure and 38 percent identified Model B

as pertaining in the future.

Therefore, when models based on community development concepts are applied to the proposed Women's Secretariat, the results indicate that it embodies the necessary mechanisms to ensure social change, a blueprint for a provincial structure:

> . . . concerned with the status of women which would have sufficient authority and funds to make its work effective. (Status of Women, 1970:392).

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APPENDIX I

# 1966

## CHAPTER 109

## An Act to Establish the Women's Cultural and Information Bureau

*(Assented to April 15, 1966)*

Preamble

WHEREAS on the nineteenth day of April, 1916 the Legislature of Alberta enacted a statute to provide for equal suffrage for the women of Alberta; and

WHEREAS it is appropriate to mark the fiftieth anniversary of that occasion by the enactment of a measure of particular interest and benefit to the women of Alberta:

THEREFORE, HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

Short title

**1.** This Act may be cited as *"The Women's Cultural and Information Bureau Act"*.

Interpretation

**2.** In this Act,

"Bureau"

(*a*) "Bureau" means the Women's Cultural and Information Bureau established by this Act;

"Minister"

(*b*) "Minister" means the member of the Executive Council charged with the administration of this Act.

Establishment of Bureau

**3.** (1) There shall be a branch of the public service of the Province which shall be known as the Women's Cultural and Information Bureau.

(2) The Bureau shall be attached to and form part of such department of the Government as may be prescribed by the Lieutenant Governor in Council.

Director of Bureau

**4.** In accordance with *The Public Service Act, 1962* there shall be appointed a Director of the Women's Cultural and Information Bureau and such other employees as may be necessary to carry out the duties of the Bureau.

Duties of Bureau

**5.** The duties of the Bureau are

(*a*) to collect and compile information, opinions and other material on matters of particular concern to women, including information, opinions and material on the cultural, social, legal, public and other

rights, responsibilities, interests and privileges of women in Alberta,

(*b*) to make such information, opinions and other material available to women, women's organizations and others, and

(*c*) to provide such other services and perform such other functions as may be designated by the Minister.

Coming into force

**6.** This Act comes into force on the day upon which it is assented to.

APPENDIX II

# 1928

## CHAPTER 13.

### An Act respecting The Alberta Women's Bureau.

*(Assented to March 21, 1928.)*

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

Short title

**1.** This Act may be cited as *"The Alberta Women's Bureau Act."*

Minister

**2.** In this Act, unless the context otherwise requires, "Minister" shall mean the Minister of Agriculture.

Establishment of bureau

**3.** There shall be established a bureau consisting of such persons as the Minister may from time to time appoint, who shall hold office as the Minister may direct, with the title "The Alberta Women's Bureau" (hereinafter referred to as "the Bureau").

Aims and objects

**4.** The aims and objects of the bureau shall be—

(a) to co-ordinate the activities of women and women's organizations in the Province for the purpose of bettering the social and educational conditions in any community;

(b) to collect and tabulate information and statistics with regard to any condition relating to the occupation or work of women;

(c) to prepare information and statistics relating to any branch of home economics (including home nursing, household science, sanitation, food values, sickroom cookery, house furnishing, sewing), and relating to child welfare, preventions of disease, local neighborhood needs and social conditions, and to assist and encourage women's organizations in holding, establishing and maintaining educational demonstrations, lectures, and courses of study, with reference to the matters aforesaid;

(d) generally to conduct research work into any of the matters aforesaid.

Power of bureau

**5.** The Bureau may, with the approval of the Minister, do all things necessary for the purpose of carrying out any of the aforesaid aims and objects.

Rules and regulations

6. The Minister may, with the approval of the Lieutenant Governor in Council, from time to time make rules and regulations as to the terms and conditions upon which groups of women or women's organizations may receive the services of the bureau.

Appointment and remuneration and duties of officers

7. The Lieutenant Governor in Council may appoint such officers as may be deemed necessary for the administration of this Act, and may provide for their remuneration, and the duties of such officers shall be as from time to time prescribed by the Minister.

APPENDIX III

# THE ALBERTA WOMEN'S BUREAU ACT

## CHAPTER 394

Short title

**1.** This Act may be cited as *The Alberta Women's Bureau Act*. [1966, c. 109, s. 1; 1970, c. 115, s. 2]

Definitions

**2.** In this Act,

(*a*) "Bureau" means the Alberta Women's Bureau established by this Act;

(*b*) "Minister" means the member of the Executive Council charged with the administration of this Act. [1966, c. 109, s. 2; 1970, c. 115, s. 3]

Establishment of Bureau

**3.** (1) There shall be a branch of the public service of the Province which shall be known as the Alberta Women's Bureau.

(2) The Bureau shall be attached to and form part of such department of the Government as may be prescribed by the Lieutenant Governor in Council. [1966, c. 109, s. 3; 1970, c. 115, s. 4]

Director of Bureau

**4.** In accordance with *The Public Service Act* there shall be appointed a Director of the Alberta Women's Bureau and such other employees as may be necessary to carry out the duties of the Bureau. [1966, c. 109, s. 4; 1970, c. 115, s. 5]

Duties of Bureau

**5.** The duties of the Bureau are

(*a*) to collect and compile information, opinions and other material on matters of particular concern to women, including information, opinions and material on the cultural, social, legal, public and other rights, responsibilities, interests and privileges of women in Alberta,

(*b*) to make such information, opinions and other material available to women, women's organizations and others, and

(*c*) to provide such other services and perform such other functions as may be designated by the Minister. [1966, c. 109, s. 5]

Appendix IV

CHART OF WOMEN'S BUREAUS IN CANADA

| CRITERIA | Alberta Women's Bureau | Women's Employment Bureau Dept. of Labour B.C. | Manitoba Women's Bureau Dept. of Labour | Ontario Women's Bureau Ministry of Labour |
|---|---|---|---|---|
| 1. DESCRIPTION<br>Year Bureau established | 1966 | 1966 | 1972 | 1963 |
| Ministry it reports to | Executive Countil through the Minister of Social Services & Community Health | Director, Manpower Trade & Development, Manpower Division, Dept. of Labour | Minister of Labour | Executive Co-ordinator Women's Program Division, Ontario Ministry of Labour |
| Staff | Two: Director<br>Secretary | Two | Five & one-half<br>Director<br>Counsellor<br>Research Assistant<br>Admin. Secretary<br>2 - 1/2 time Program Development Officers<br>1/2 time Clerk Typist | Twelve<br>9 permanent Directors<br>5 officers<br>3 support<br>3 contact<br>2 Officers<br>1 Support |
| Director | Mrs. Phyllis Ellis | Mrs. Chris Waddell | Ms. Mary Eady | Ms. Marnie Clark |
| No. years in position | 1 year | 10 years | 4 years | 2 years |

| CRITERIA (Continued) | Alberta Women's Bureau | Women's Employment Bureau Dept. of Labour B.C. | Manitoba Women's Bureau Dept. of Labour | Ontario Women's Bureau Ministry of Labour |
|---|---|---|---|---|
| Qualifications | Secretarial training<br>15 yrs. experience secretarial work and later in public relations<br>20 years in volunteer work, held office in several organizations.<br>Homemaker and family experience | Industrial Relations Officer Union Business Agent, Credit Union Manager, Y.W.C.A. in Winnipeg<br>British Embasssy, Washington, D.C. | Background in trade union and community work, particularly with women. | Background in Adult Education, Former Director, Centre for Women, Hunter College, Toronto |

| | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| BUDGET 1976/77 | $76,000 ($.08 per capita female)* | Before legislative Assembly | $117,500 ($.24 per capita female)* | $264,200 ($.07 per capita female)* |
| Major Programs and Projects for 76/77 | - Career Development for Women in the Alberta Govt. Serice (3 yr. pilot project)<br>- New Series of Information Sheets<br>- Publicity for the Diamond Jubilee of Women's Suffrage in Alberta<br>- Publicity to make citizens aware of the Bureau<br>- Purchase of film "We are Women" for viewing throughout Alberta | - Women Exploratory Apprenticeship Training Programs<br>- Publications, Newsletters, Brochures pending budget approval<br>- Three-year career centre | - Counselling-individuals & Groups<br>- Research into issues affecting women<br>- Publications<br>- 2 VTR Presentations "The First Step", "Some of our Best Girls are Secretaries"<br>- Booth at Manisphere<br>- Work on Federal/Provincial Manpower needs, pre-entry course for women, equal opportunity programs<br>- Adviser to Status of Women Committee<br>- Inform public about women's issues<br>- Development of resource library | - Pamphlet "The Ontario Women's Bureau: What, Why, How"<br>- Publications<br>- Consulting Service to business & industry<br>- Research into S. of W. in work force.<br>- Resouce Centre<br>- Outreach to Low Income Immigrant and Native Women<br>- Advisory Services on employment counselling<br>- Production of film "Women Working" |
| *Female Population figures from Canada Year Book, 1974<br>B.C. 1,150,000<br>Alta. 950,000<br>Man. 489,583<br>Ont. 3,774,285 | | | | |

| 2. OBJECTIVES | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| Legislative Mandate | The Alberta Women's Bureau Act, 1970 | No mandate. Established by the Department of Labor | No bill involved. Established by resolution and the Legislature | No legislative mandate |
| No. of requests for information and/or help per month | No statistics, varies from month to month. Approx. 20,000 copies of publications distributed last year. | Varies could be as low as 50 or as high at 400. | Varies, approximately 600 per month | Estimated at 800 requests for information per month. Approximately 96,000 publications distributed last year. |
| No. of Govt. departments requesting Bureau's assistance last year. | Approximately thirteen | Listed nine | Five. We also made suggestions to other depts, whether requested or not | Hard to estimate. Bureau works closely with other Branches of our own Ministry, particularly Employment Standards Branch and Human Rights Commission |
| Main government agencies from which Bureau has requested assistance in last year | Approx. 15 Social Services & Community Health, Attorney-General, Solicitor General, Labour, Advanced Education & Manpower, Education, Personnel Admin, Culture, Govt. Services, Housing & | Women may be referred for specific help to the other branches of the Dept. of Labour once we have identified their problem, but the Bureau itself would request assistance from the Research Branch only. | Human Rights Commission, Child Day Care Office, Career Development Office, Dept. of Education, Dept. of Colleges & Universities, Health and Social Development | Each Ontario govt. Ministry has a Women's Adviser responsible for developing an affirmative action program and these women use our publications and other resources extensively. We also maintain a close |

| 2. OBJECTIVES (Continued) | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| | Public Works, Consumer Affairs, Other Women's Bureaus, Some Federal Government Departments | | | liaison with the Ontario Status of Women Council |
| 3. METHODS<br>Main clients | Individuals | Range from individuals to women's groups, large and small, organizations, employers, schools and colleges. | 30 individuals<br>30 small groups school classes average size 15-100<br>40 organizations women's groups. Average size 100-500 | Our clients come from individual women inquiring about their employment rights, to women's groups, to university researchers, to low income women, to co-operatives working on affirmitive action plans to public school students, to immigrant workers. There is no typical client group that we can identify. |

| 3. METHODS (Continued) | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| Main function | To help women and women's groups solve their own problems.<br>To gather and publish data and information.<br>-Law for Albertans<br>-Facts for Mature Women Entering the Labour Market<br>-Wills and Estates<br>-The Female Volunteer<br>-Information Sheets<br>-Jobs Without Gender | Our main function now is twofold: (1) Convincing employers that it is good business to hire women (2) Convincing women to take the necessary training so they can be integrated into the total labour force | To provide service to individuals & groups of women, e.g. counselling sessions with about 100 women laid off from Eaton's catalogue dept. still in progress.<br>-to gather and publish data and information, e.g.<br>Mothers in the Labour Force<br>Women in the Community<br>Women's Place in Manitoba, Laws<br>Career Aspirations of High School Students<br>Career Selection Personnel | The Ontario Bureau has 5 program areas and each of these have separate activities and therefore is no 'main' Bureau function. We consider our major purposes to be to provide information on women in the labour force and to encourage development to support services for women. We assist in the establishment of counselling services for women. Recent publications are: Labour Legislation of Interest to Working Women, Pregnancy Leave in Ontario, Law and the Women in Ontario, The Law in Action: Six case studies. Fact Sheets on Women in the Labour Force<br>Career Selection |

| 3. METHODS (Continued) | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| | | | | The Bureau does not see its role as directly organizing women. We believe that by publishing extensive information we are providing documentation which women can use to support demands for change. |
| 4. PROBLEM AREAS | No major problem encountered | The economic climate | Size of the budget restricts what you can accomplish. Certain difficulties are encountered in the area of provincial and/or federal government relations | A larger budget would enable us to expand our program into o other areas. The normal constraints in working as a civil servant in an outreach type of program |
| Future Forecast | I would anticipate the A.W. Bureau will continue to function under its present structure | The future of the Bureau will depend on our continuing to serve a useful purpose for women within the jurisdiction of the Labour Dept. Women have so far to go that each dept. of government could | Expanded as we can effectively demonstrate need and as restrictions on budgets ease. | We expect that the Bureau will remain in the Ministry of Labor. At this time we do not anticipate expansion in staff size or budget due to a government-wide policy of restraint in spending and hiring. |

| | ALBERTA | BRITISH COLUMBIA | MANITOBA | ONTARIO |
|---|---|---|---|---|
| Future Forecast (Continued) | | have a bureau that could respond to the changing needs of women until equality is achieved. | | |
| Final Comments | | Govt. priorities are established by the demands of the day. When women fully realize their political power and continue to organize, research their particular problem and speak out, they will be heard. | In addition to the work of the Bureau, other govt. responses are needed in terms of Human Rights legislation, other government services such as equal opportunity, better child care provision, etc. and special training courses for women all need to be worked on, as does family law, etc. Other govt. services must be made more sensitive to special needs of women if their position in the work force is going to change. | |

INTERDISCIPLINARY M.A. PROGRAM
IN COMMUNITY DEVELOPMENT

THE UNIVERSITY OF ALBERTA
EDMONTON, ALBERTA, CANADA
T6G 2E1



Appendix V

748 Education Building I

May 17, 1976

Ms.
Director

Dear Ms.

In order to fulfill requirements for a Master's Degree in Community Development at the University of Alberta, I have undertaken a research project which involves the Women's Bureaus in Alberta, British Columbia, Manitoba and Ontario, as well as the Federal Women's Bureau. Although the focus of my research is the Alberta Bureau, I would like to briefly describe the other Bureaus and outline their main objectives and methods and also indicate any major problem areas.

The enclosed questionnaire is being sent to each Director and I would greatly appreciate your co-operation in obtaining the necessary information. Should you have any questions, I may be reached at the above address.

Thank you for your time and interest.

Yours truly,

Joan M. Wensel.

Ms. Sylva Gelber, Director
Women's Bureau
Canada Department of Labour
340 Laurier Avenue W
Ottawa, Ontario KIA OJ2

Ms. Mary Eady, Director
Women's Bureau
Manitoba Department of Labour
241 Vaughan Street
Winnipeg, Manitoba R3C 1T6

Ms. Kathleen Ruff, Director,
Human Rights
B.C. Department of Labour
Parliament Buildings
Victoria, B.C. V8V 1X4

Ms. Phyllis Ellis
Alberta Women's Bureau
1410 Centennial Building
Edmonton, Alberta

Ms. Ethel McLellan, Executive Co-ordinator
Women's Programs Division
Ontario Ministry of Labour
14th Floor, 400 University Avenue
Toronto, Ontario, M7A 1V6

# QUESTIONNAIRE

DESCRIPTION:

1. What year was your Bureau established?

2. Who does your Bureau report to?

3. What is the size of your present staff?

4. How long have you been the Director of the Bureau and what were your qualifications?

5. What is your budget for 1976/77?

6. What are your major programs, projects and/or publications for 1976/77?

OBJECTIVES:

1. If it is possible, could you please include a copy of your legislative mandate and check the item that you consider to be most important.

2. How many women request information and/or help from your Bureau each month?

3. How many other government departments have requested the Bureau's assistance in the last year?

4. Please list the main government agencies from which your Bureau has requested assistance in the last year.

5. Would you classify the main objectives of your Bureau as being

___self-help ___resource development ___community action

METHODS:

1. Would you classify your main clients as being:

| | Type | Average size |
|---|---|---|
| - individuals | | |
| - small groups | | |
| - organizations | | |

2. Do you consider your main function to be:

   - to help women and women's groups solve their own problems. Could you give an example of the type of problem you frequently encounter.

   - to gather and publish data and information.
     Could you list any recent publications of the Bureau.

   - to organize women to take action.
     Could you indicate what actions you have undertaken.

PROBLEM AREAS:

1. Do you consider most of your major problems are related to:

   - administration and budget

   - programs and/or projects that the Bureau undertakes

   - the Bureau's clients

   - provincial and/or federal government relations

2. What is your future forecast for the Bureau? Do you think it will be:

-discontinued

- expanded

- replaced. If so, then by what type of structure?

3. Are there any comments or suggestions you might care to make?

Appendix VI

## Interview Schedule

1. Origin of Program or Agency

   a. When did the agency or program come into being?
   b. What needs was it designated to serve?
   c. Who defined and articulated these needs?
   d. Where did the impetus come from for organizing the agency or program?
   e. Who planned and organized it?

2. Objectives

   a. What were the initial stated objectives? Where and how are these articulated?
   b. Of these which was/were the most important?
   c. How, if at all, have these changed since inception?
   d. Which is/are now the most important?
   e. From where did the impetus for change come?
   f. To what extent are the objectives generally acceptable to, or compatible with, other aims of:
      1. the community at large
      2. the government
      3. other agencies
   g. How widely shared within the organization are the objectives? Do various segments of the agency hold different views on objectives?
   h. How would you categorize or classify the objectives of your program? (e.g., self-help, community action, resource development, etc.)

3. Methods

   a. What methods do you use to accomplish your objectives?
   b. Have there been changes in methods employed since inception? If so, why were these changes made?
   c. From where did the impetus for change come?

4. Organization and Administration

   a. How is the program or agency structured organizationally?
   b. What qualifications, experience or personality criteria do you use in selection of staff:
      1. Administrators
      2. Community Development workers
   c. In what ways are staff introduced to the philosophy or concepts of the program?
   d. Is there any in-field or other on-going training program for staff? If so, what form does this take?

5. Community Involvement and Participation

   a. In what ways is your program communicated to:
      1. clients or potential clients
      2. the general public
   b. To what extent and how do client groups participate in the decision-making process within the agency or program?

6. Funding

   a. Break-down by sources
   b. Break-down by allocation

7. Provision for On-Going Assessment, Evaluation and Feedback

   a. To what extent do you think your program is achieving its stated objectives?
   b. Is there a formal process of evaluation? If so, what persons are involved, what form of organization does it take and what are the channels through which information flows?
   c. What are the standards by which you measure success or failure?
   d. Do you receive any other feedback from:
      1. other staff members?
      2. private individuals?
      3. other agencies?

8. Current Status of Program

   a. At which stage are you in program development/implementation or planning at this point in time?
   b. Do you find it necessary to defend or justify your program? To whom, and how is this accomplished?
   c. What status or priority does your sponsor(s) attach to the program at present?

9. Observable Results

   a. What have been the achievements of the program to date?
   b. Are there any noticeable unanticipated consequences - either negative or positive?
   c. What changes have occurred in other sectors which might be related to the operation of your program?
   d. What lessons have you learned which you feel might be of benefit to:
      1. other local agencies?
      2. other provinces?
      3. other countries?
   e. What elements within your program do you consider of relevance to your situation only?

10. Difficulties, Probelms and Crises

a. What is the nature of some obstacles which you have faced or overcome?

1. political
2. administrative
3. program planning/field operations
4. client originated - cultural, social

b. What problems remain for you to overcome and how do you expect to accomplish this? Do you feel other agencies should be involved with you in this respect?

c. Do you expect your program to come to an end or your agency to cease to be involved at some predictable point. If so, do you expect the program or its effects to continue? How? What provisions have been made to ensure this?

## Appendix VII

### Interview Questions for Involved Individuals

A. History

1. Do you have any information about the Bureau that opened in 1928 and was disbanded in 1955?

2. When the present Bureau was established in 1966, it marked the 50th anniversary of women's suffrage in the province, but what was the rationale behind its establishment? For instance: What needs was it designated to serve?

3. Who defined and articulated these needs?

4. Where did the impetus come from for organizing the agency?

5. Did you alone plan and organize it?

6. What was its chief function?

B. Organization and Administration

1. Has the Bureau always reported to Executive Council and what does this involved?

2. Are you aware of any period when the Director did not report to a woman Minister?

3. How large was your staff?

4. How long were you Director of the Bureau and could you list your main qualifications?

5. What was your average budget?

6. What status or priority did Ministers attach to the Bureau?

C. Programs, Projects and/or Publications

1. Could you list the main programs, projects and/or publications that the Bureau undertook while you were the Director?

2. Which do you consider the most successful? Why?

3. How did you communicate with the women of Alberta? Degree utilized.

Advertising

Public Speaking

Media

Other Methods

D. Objectives

1. Reviewing the legislative mandate which outlines the duties of the Bureau, which item did you consider to be the most important?

2. Do you think this is the most important item now?

3. If there has been a change, what do you think has caused it?

4. Do you think women that are aware of the Bureau find its duties acceptable?

5. Do you think that other agencies that often work with women are aware of the Bureau?

6. Would you classify the main objective of the Bureau as being

__self-help __resource development __community action

E. Methods

1. Could you estimate how many women requested information and/or help from the Bureau each month?

2. How often did other government departments request the Bureau's assistance per month?

3. Would you classify your main clients as being:

| | Type | Average size |
|---|---|---|
| - individuals | | |
| - small groups | | |
| - organizations | | |

4. Did you consider your main function to be:

- to help women and women's groups solve their own problems. Could you give an example of the type of problem you frequently encountered.

-to gather and publish data and information. Could you list the major items done in your term.

-to organize women to take action. Could you indicate what action you undertook.

F. Problem Areas

1. Did you encounter any major problems during your term?

2. Were they related to:

- administration and budget

- program and/or projects that the Bureau undertook

- the Bureau's clients

- provincial and/or federal government relations

- something else

3. What is your future forecast for the Bureau? Do you think it will be

- discontinued

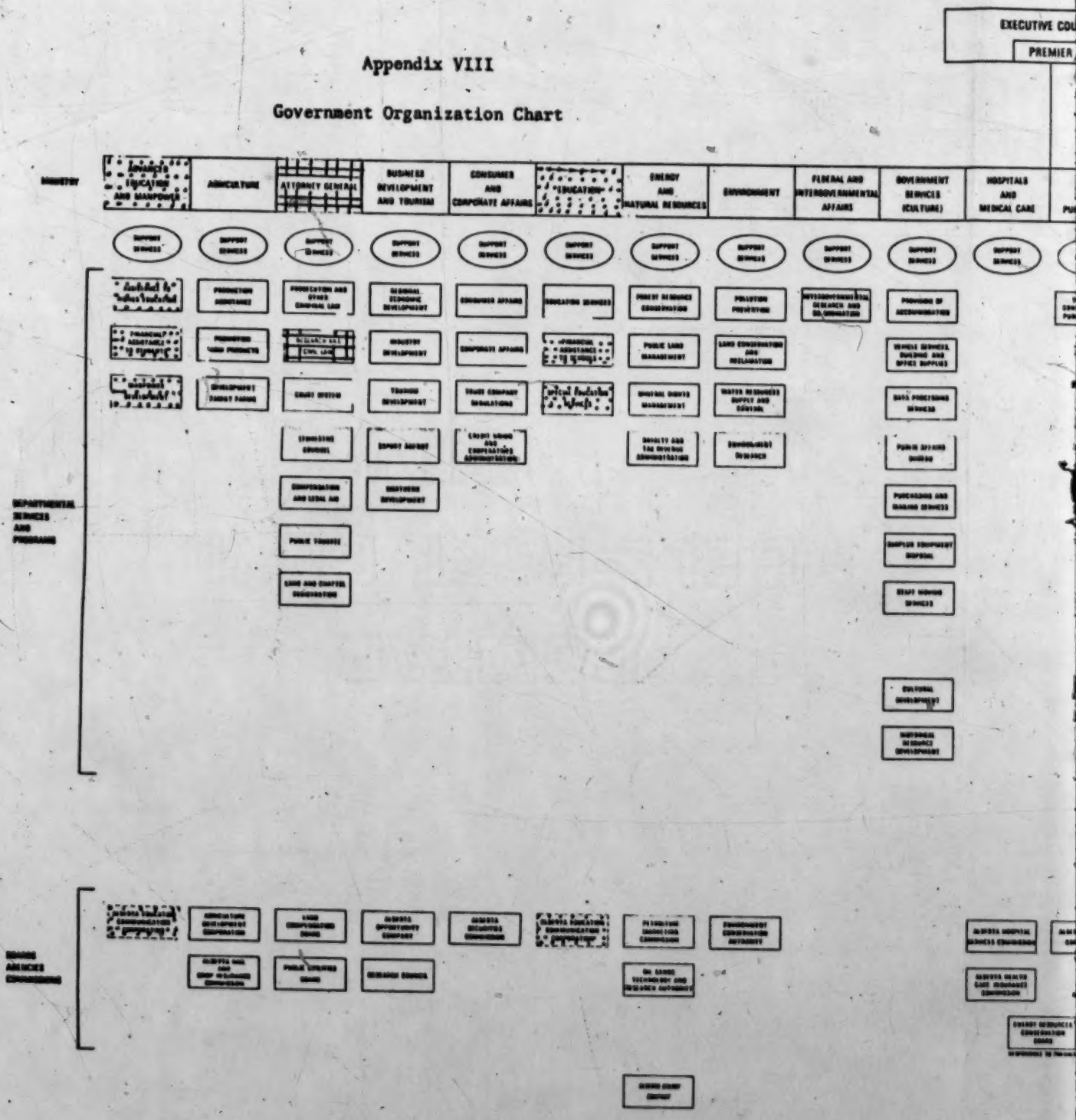
- expanded

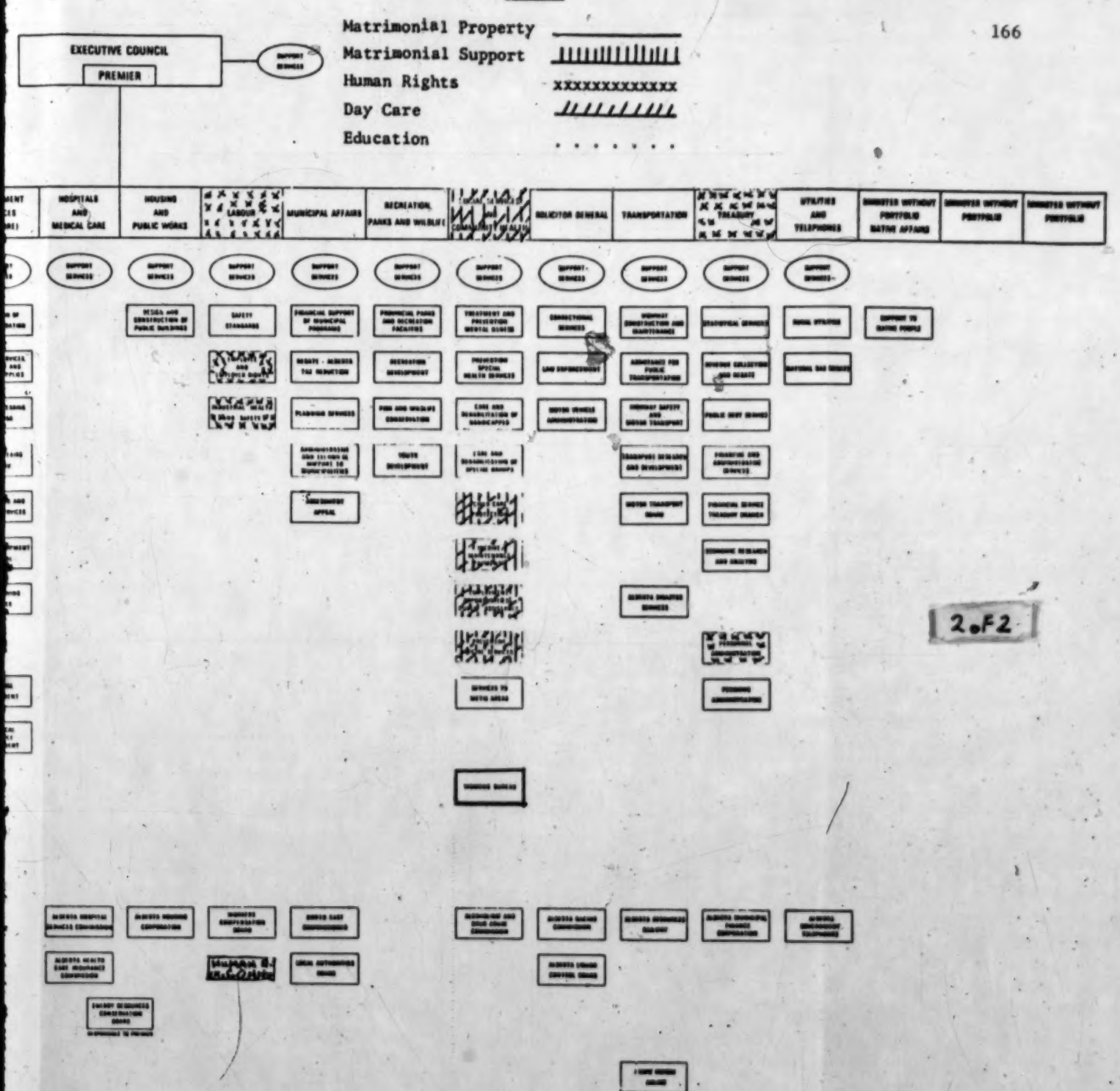
- replaced. If so, then by what type of structure?

Are there any final comments you would like to make or points you wish to emphasize?

# Appendix VIII

## Government Organization Chart




Issues
Matrimonial Property
Matrimonial Support
Human Rights
Day Care
Education
EXECUTIVE COUNCIL
PREMIER
HOSPITALS AND MEDICAL CARE
HOUSING AND PUBLIC WORKS
LABOUR
MUNICIPAL AFFAIRS
RECREATION, PARKS AND WILDLIFE
SOLICITOR GENERAL
TRANSPORTATION
TREASURY
UTILITIES AND TELEPHONES
MINISTER WITHOUT PORTFOLIO NATIVE AFFAIRS
MINISTER WITHOUT PORTFOLIO
MINISTER WITHOUT PORTFOLIO
2 of 2

## Appendix IX

### Interview Questions for Informed Individuals

OBJECTIVES:

In the Alberta Women's Bureau Act, 1970, the duties of the Bureau are in Section 5. They may be summarized as:

(a) collecting and compiling information
(b) making this information known
(c) providing other services designated by the Minister

1. Which duty do you think is the most important?

2. Do you think this would have been the most important item five years ago?

3. If there has been a change, what do you think caused this change?

4. Of ten women that you know, how many would you estimate as being aware of the Bureau?

5. Of the two women's groups and organizations that you know, what percentage of the members would you estimate as being aware of the Bureau?

6. Do you think these women find the duties of the Bureau acceptable?

7. What percentage of other government departments would you estimate as being aware of the Bureau?

8. Of the agencies that are concerned with women such as the Edmonton Social Planning Council, what percentage would you estimate as being aware of the Bureau?

METHODS:

1. Do you think the Bureau works mainly with:

| | |
|---|---|
| Individual women | % of time |
| Small informal groups | % of time |
| Formal organizations | % of time |
| Compiling data | % of time |
| Publishing information | % of time |
| Mass Organizations (national) | % of time |

2. Do you think the Bureau is mainly involved in:

Helping women determine and solve their own problems.

Referral

Fact-gathering and publishing information.

About what?

Organizing women to take action?

3. What do you think the Bureau should be doing?

4. Why?

PROBLEMS

1. Do you think the Women's Bureau is faced with any major difficulties or problems?

2. Would you categorize them as being:

   - political
   - administrative
   - related to its program or projects
   - related to cultural and social factors
   - all of the above
   - something else

3. Why?

4. Do you think the Bureau has or will be able to overcome any of its problems?

   If yes, then how?

5. Do you think the Bureau should be:

   - discontinued
   - expanded
   - replaced. If yes, then by what type of structure?

PROFILE OF ALBERTA WOMEN'S WORKSHOP PARTICIPATION

We are asking all participants in the four provincial workshops looking at "Strategies for Change" to take a few minutes to answer the following brief questionnaire. The purpose of the questionnaire is to obtain a general profile of the participants. A self-addressed envelope is provided for your reply which will be strictly confidential. If there are any questions you do not wish to answer, please feel free to omit them. Thank you for your co-operation.

Joan Wensel, Rosalind Sydie
Department of Sociology
University of Alberta
Edmonton, Alberta.

1. Where do you live?
   (1) on a farm _____
   (2) in a town _____
   (3) in a city _____
   (4) on an acreage _____

2. What is your marital status?
   (1) single _____
   (2) married _____ No. of years _____
   (3) widowed _____ No. of years _____
   (4) divorced _____ No. of years _____
   (5) separated _____ No. of years _____
   (6) annulled _____ No. of years _____

3. Number of children? .....
   Ages? _____

4. Level of education?
   (1) Grade 9 or lower _____
   (2) high school - no graduation _____
   (3) high school - graduation _____
   (4) business or secretarial school _____
   (5) technical or trade school _____
   (6) university - no degree _____
   (7) university - degree _____
   - degrees _____

5. Total household income?
   (1) under $5[redacted] _____
   (2) $5,000 - [redacted]00 _____
   (3) $7,500 - $10,000 _____
   (4) $10,000 - $25,000 _____
   (5) $25,000 - $50,000 _____
   (6) $50,000 - $100,000 _____
   (7) over $100,000 _____

6. Present occupation:
   (1) working at home or on a farm
   (2) working outside home or farm
   a. full-time ___ Income $___ per month
   b. part-time ___ Income $___ per month
   What is your job? _____

7. Your race and color?

(1) Black _____
(2) Native _____
(3) East Indian or Pakistani _____
(4) Oriental _____
(5) White _____

8. What is your age?

Years _____

9. What groups, clubs, organizations, etc. do you presently belong to?

_____

_____

Have you belonged to any other organizations during the last five years?

YES _____

NO _____

Please list _____

_____

10. Have you attended other workshops, courses, seminars, etc. within the last two years? YES _____ NO _____

Please list _____

_____

_____

11. Have you ever written to:

(1) the editor of a paper, magazine, etc. _____
(2) your M.L.A. _____
(3) your M.P. _____
(4) any person of influence _____

12. Have you ever participated in a:

(1) consciousness-raising session _____
(2) rally _____
(3) protest march _____

13. Which workshop did you attend?

(1) Calgary _____
(2) Grand Prairie _____
(3) Edmonton _____
(4) Lethbridge _____

14. How could you rate your general reaction to the workshop?

POSITIVE 1 2 3 4 5 NEGATIVE

15. Any additional comments you would like to make?

Appendix XI

Revised Rothman Chart

| | | | |
|---|---|---|---|
| 1. MAIN GOAL | Self-help | Problem-solving with regard to community problems | Basic institutional change |
| 2. BUREAU'S STRATEGIES | Broad cross section of people involved in determining and solving their own problems | Fact-gathering about problems and decisions on the most rational course of action. | Crystallization of issues and organization of people to take action. |
| 3. BUREAU'S TACTICS | Consensus: communication among groups: group discussion. | Consensus or Conflict | Conflict or contest: confrontation, direction action, negotiation |
| 4. BUREAU'S ROLE | Co-ordinator | Fact-gather and analyst, program implementer | Activist-advocate-agitator, negotiator. |
| 5. BUREAU'S ACTIVITIES | Dealing with small task-oriented groups | Dealing with formal organizations and data. | Dealing with mass organizations and political processes. |
| 6. BUREAU'S AREA | Total geographic community. | Total community or community segment | Community segment |
| 7. BUREAU'S PERCEPTION OF THE COMMUNITY | Static traditional community | Contains substantive social problems | Disadvantaged populations, social injustice, inequity. |

Appendix XI - Continued

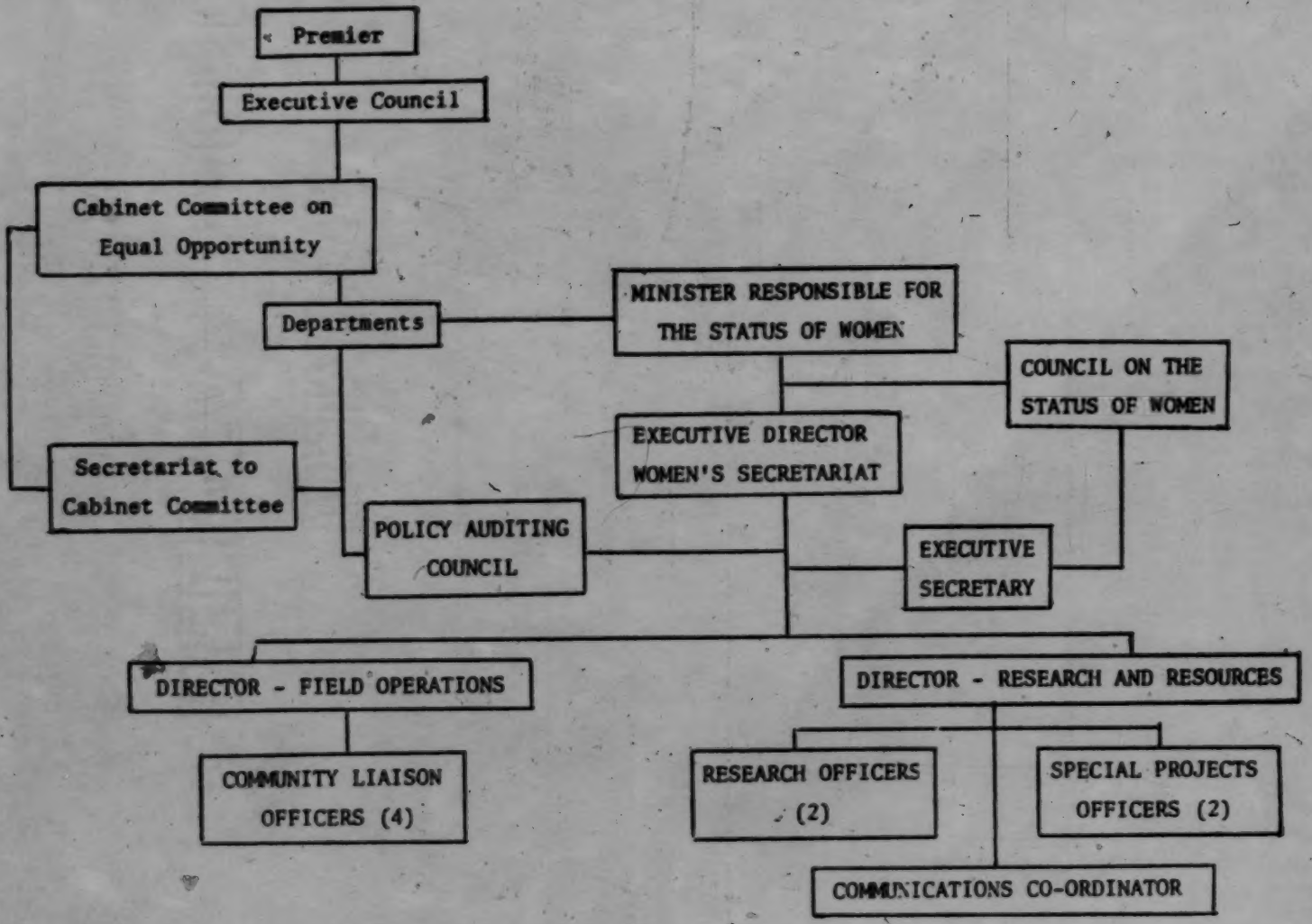
Revised Rothman Chart

| | | | |
|---|---|---|---|
| 8. BUREAU'S ATTITUDE TOWARD POWER STRUCTURE | Members of power structure as collaborators in a common venture | Power structure as employers and sponsors | Power structure as external tartet of action: oppressors to be coerced or overturned. |
| 9. WOMEN'S ISSUES AS VIEWED BY BUREAU | Common issues or reconcilable differences | Issues reconcilable or in conflict | Conflicting issues which are not easily reconcilable; scarce resources |
| 10. CLIENTS AS VIEWED BY THE BUREAU | Citizens | Consumers | Passive recipients. |
| 11. CLIENT'S ROLE AS VIEWED BY THE BUREAU | Participants in interactional problem-solving process | Consumers or recipients | Employers, constituents, members |

Chart: This chart lists 12 categories. In each category would you check with a (1) the statement which you think most closely relates to the Women's Bureau as it is structured at present. Would you indicate with a (2) those categories that you think the Bureau might be involved in.

Are there any additional points or comments you wish to make which are related to the questions you have been asked?

Are there any final comments you would like to make?

Appendix XII

Blueprint for a Women's Secretariat. From: Joint Initiatives (1961;55)